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ABSTRACT

This publication outlines the activities of the Office of Juvenile Justice since its creation. It also reports on the entire Federal effort in delinquency prevention and juvenile justice. An introductory section describes the history and purpose of the Juvenile Justice and Delinquency Prevention Act of 1974 (Public Law 93-415). Other sections describe the functioning of the Office of Juvenile Justice and Delinquency Prevention; analyze the federal role in juvenile delinquency prevention; outline the current federal effort; present priority needs and spending patterns; and assess federal program and project evaluations. A final section briefly suggests information needed for future planning. Extensive appendices (published as a separate volume) deal with budgets for delinquency-related programs, data bases for budget analysis, and other federal programs related to the area. (Author/BP)

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First Analysis and Evaluation

Federal Juvenile Delinquency Programs

Volume 1

Office of Juvenile Justice and Delinquency Prevention

Law Enforcement Assistance Administration

U.S. Department of Justice

ED156990

U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
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Letter of Transmittal

To the President and to the Congress of the United States–

I have the honor to submit the ***First Analysis and Evaluation of Federal Juvenile Delinquency Programs***. The report was prepared by the Office of Juvenile Justice and Delinquency Prevention.

This Office was created within the Law Enforcement Assistance Administration by the Juvenile Justice and Delinquency Prevention Act of 1974 (Public Law 93-415). This report is required by Section 204(b)(5) of the Act.

Juvenile delinquency is one of the Nation's most pressing and saddening problems. Juveniles commit almost half of all serious crimes—offenses that endanger and frighten society. But at the same time that we attempt to prevent this crime we also must insure that the way we treat juvenile offenders does not cause them to commit even more delinquent acts.

This is an important and difficult responsibility that requires careful definition of which youths should be handled by the juvenile justice system and which should be treated by alternative means. There is a need for better treatment strategies and more effective crime prevention programs and for resources to enable the Federal Government and the States and localities to undertake these efforts.

The Federal Government also must coordinate better its activities. The various Federal departments and agencies with related juvenile responsibilities must adopt consistent policies and goals.

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The *First Analysis and Evaluation* outlines the activities of the Office of Juvenile Justice since its creation. It also reports on the entire Federal effort in delinquency prevention and juvenile justice, as is required by the Act. The process of reporting on this effort revealed a divergence of policies and procedures among Federal agencies. Perceptions of mission in the area of juvenile justice and delinquency prevention varied widely in the agencies and departments surveyed for this report. These problems, however, now are being systematically addressed through the mechanisms created by the Act.

LEAA faces challenges in carrying out the intentions of the Act, but the Agency has a firm foundation of past efforts on which to build the new program. There is now a network of planning organizations in the States, a growing body of knowledge about what works and what does not work in crime control and criminal justice system improvement, and a Federal program to help States and localities train and educate their criminal justice personnel. None of this existed to any extent before the creation of LEAA. LEAA also has learned a respect for the complexity of the issues and social problems involved in crime and delinquency control and has learned some of the techniques necessary for the difficult task of reforming human institutions.

This knowledge and these talents are now being brought to bear in a concentrated way on juvenile delinquency. LEAA is not deceiving itself about the difficulty of the tasks it faces. But LEAA and its employees are eager to accept this challenge and to fulfill these new responsibilities.

Respectfully submitted,

Richard W. Velde

RICHARD W. VELDE
Administrator

Volume 1

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Part One: Introduction

Youthful crime in this country has increased dramatically over the past decade. This problem is detailed in the statistics:

- Arrests of juveniles for serious crime—acts of violence and stealth—increased by 144 percent between 1960 and 1973.
- Persons under the age of 18 are responsible for 45 percent of all arrests for serious crime and for 23 percent of all arrests for violent crime.
- Some criminal acts are committed predominantly by youths. Burglaries and auto thefts are overwhelmingly youth crimes.
- The peak age for arrests for violent crimes is 18, followed by 17, 16, and 19. The peak age for arrests for major property crimes is 16, followed by 15 and 17.

The juvenile justice system—society's institutional response to juvenile crime—faces serious problems. It must determine which youths to handle, and how to do this so as to protect the interests of both the youth and society. There are 12 arrests for every 100 juveniles between the ages of 15 and 17; most juveniles arrested have not committed a serious crime and some have not committed a crime at all. A surprising number have been arrested for status offenses—acts such as running away, truancy, promiscuity, and incorrigibility—that would not be crimes if committed by adults. The juvenile justice system often represents the only available resource for these youth.

Studies of the juvenile justice system have shown that it often treats offenders in an inconsistent way: status offenders may be incarcerated and serious repeat offenders may be put on probation. Studies also have shown that treatment programs established by the juvenile justice system have been largely ineffective in changing juveniles' behavior. Major problems in juvenile delinquency prevention are to define more precisely the role and scope of the juvenile justice system and to increase the effectiveness of treatment programs for juvenile offenders.

In addition, there has been little or no coordination among the Federal departments and agencies with delinquency control responsibilities. Instead there has been a lack of uniformity in policy, objectives, priorities, and evaluation criteria to determine program effectiveness. National leadership in these areas is required.

Juvenile Justice Act Passed

In responding to the crisis of delinquency, the Congress enacted the Juvenile Justice and Delinquency Prevention Act of 1974 (Public Law 93-415), signed by the President on September 7, 1974. This Act created for the first time a unified national program to deal with juvenile delinquency prevention and control. The Congress passed the Act because, in its words, ". . . existing Federal programs have not provided the direction, coordination, resources, and leadership required . . . ."

The Act set in motion a major Federal program to be administered by the Law Enforcement Assistance Administration (LEAA), part of the U.S. Department of Justice. This Federal agency was created by the Omnibus Crime Control and Safe Streets Act of 1968 to provide funds and technical assistance to State and local governments to address the problems of rising crime and their overburdened criminal justice systems. Under the LEAA Federal and State partnership, the bulk of LEAA's funds are given directly to the States in the form of block grants; LEAA uses its remaining funds for research and for demonstration programs.

The Juvenile Justice Act created within LEAA the Office of Juvenile Justice and Delinquency Prevention and, within that Office, a research arm called the National Institute for Juvenile Justice and Delinquency Prevention.

The Juvenile Justice Act also created a program that is similar in many respects to the LEAA effort. The Act calls for:

- Formula grants to the States. These are made on the basis of State population under the age of 18. To be eligible for funds, States are required to submit yearly comprehensive plans.
- Special emphasis funds for LEAA discretionary use. Under the new Act, LEAA retains from one-quarter to one-half of the action funds to use for demonstration projects.
- Research into juvenile delinquency and evaluation of juvenile justice programs. This is the responsibility of the Institute.
- Technical assistance to Federal, State, and local governments, agencies, organizations, and individuals.

The Act contains several provisions to insure a coordinated interagency and interdisciplinary approach to juvenile delinquency prevention. The Act assigns to the Administrator of LEAA the responsibility for implementing overall Federal policy and for developing objectives and priorities for all Federal delinquency programs and activities.

The Act also creates the Coordinating Council on Juvenile Justice and Delinquency Prevention and the National Advisory Committee on Juvenile Justice and Delinquency Prevention. The Coordinating Council is composed of representatives of Federal agencies with program responsibilities related to juvenile justice and delinquency prevention, and is chaired by the Attorney General. The Advisory Committee is composed of 21 private citizens appointed by the President, including seven members under the age of 26 at the time of their appointment.

History of Federal Delinquency Prevention Efforts

The role of the Federal Government in delinquency prevention and juvenile justice is limited because the principal responsibility for dealing with these issues rests with the States and localities. The Act does not change this basic responsibility but mandates a new Federal leadership role that includes policy guidance and financial assistance to the States.

The first Federal effort relating to the welfare of children and to delinquency prevention was the creation in 1912 of a Children's Bureau. No other congressional action took place until 1948 when an Interdepartmental Committee on Children and Youth was established. A midcentury White House Conference on Children and Youth was held 2 years later.

In 1961 a Presidential Commission on Juvenile Delinquency and Youth Crime was formed, which led to the passage of the Juvenile Delinquency and Youth Offenses Control Act of 1961. This was replaced by the Juvenile Delinquency Prevention and Control Act of 1968, which delegated responsibility to the Department of Health, Education, and Welfare (HEW) for establishing a national juvenile delinquency prevention program. Also in 1968, the Congress passed the Omnibus Crime Control and Safe Streets Act. Although this Act made no specific reference to juvenile delinquency, its broad mandate included juvenile as well as adult crime. Both the Juvenile Delinquency Prevention and Control Act and the Omnibus Crime Control and Safe Streets Act permitted allocation of Federal funds to the States for juvenile delinquency prevention.

In 1971 the Crime Control Act was amended specifically to include the prevention, control, and reduction of juvenile delinquency. In the same year the Juvenile Delinquency Prevention and Control Act was extended; newly created was an Interdepartmental Council to Coordinate All Federal Juvenile Delinquency Programs. This Council included representatives of Federal agencies with delinquency prevention or control programs. The latter Act also authorized HEW to fund prevention programs outside the juvenile justice system. Efforts within the system were to be assisted by LEAA.

In 1973 the Omnibus Crime Control and Safe Streets Act was amended to require specifically that the States add a juvenile delinquency component to their State plans for the improvement of law enforcement and criminal justice.

Delinquency Control in LEAA

While the 1974 legislation expands LEAA's role in delinquency prevention, the new effort is being built on a firm foundation of past programs.

LEAA is the principal Federal agency concerned with helping State and local governments control their crime problems and improve their justice systems. This mandate includes delinquency prevention and programs for the juvenile justice system.

Since its inception, LEAA has devoted a portion of its resources to youth programs. This role was made explicit in the 1971 amendments to the Crime Control Act. In the 1973 amendments, the States for the first time were required to deal specifically with juvenile delinquency in their comprehensive plans.

As a result of the 1973 amendments, a number of new initiatives were taken at LEAA. These included the establishment of juvenile justice divisions in the Office of National Priority Programs and the National Institute of Law Enforcement and Criminal Justice. A juvenile justice initiative became one of the major thrusts of LEAA programing for Fiscal Years 1974, 1975, and 1976.

In testifying before the Senate Committee on the Judiciary, Subcommittee to Investigate Juvenile Delinquency, then LEAA Associate Administrator Richard W. Velde described the Agency's efforts in delinquency control in 1972 as totaling more than $100 million and including prevention, diversion, rehabilitation, upgrading of resources, drug abuse prevention, and other programs. He explained that these funds represent, in the main, block grant awards to the 55 State planning agencies (SPA's) set up to administer the LEAA funds and to plan comprehensively for crime reduction.

Since its creation, LEAA has funded a wide range of juvenile delinquency prevention and diversion programs. Prevention efforts have included alternative educational programs at the secondary school level, training programs for parents of delinquent children, work study and summer employment programs, drug education, police/juvenile relations units, and police/juvenile recreation programs. Diversion programs have included Youth Service Bureaus, juvenile court intake and diversion units, drug abuse treatment programs, pretrial diversion units, vocational education, and many others.

Since 1971, when Congress enacted a separate Part E corrections program for LEAA and gave the Agency a specific mandate to fund noninstitutional corrections programs for juveniles, LEAA has supported an assortment of innovative community-based programs for that age group.

LEAA also has been active in setting standards for the administration of juvenile justice. In 1971 it created the National Advisory Commission on Criminal Justice Standards and Goals to develop standards for the criminal justice system and goals for crime reduction. This Commission reported in 1973 in a six-volume study that included many standards for juvenile justice. In FY 1974 LEAA followed up this effort by creating and funding a National Advisory Committee on Criminal Justice Standards and Goals with five task forces, one of which deals exclusively with juvenile justice and delinquency prevention.

Because of these ongoing efforts, the new Act has been absorbed easily into the structure of the LEAA program. The 55 SPA's now have the responsibility for administering the formula grants for delinquency prevention authorized by the 1974 law. Already existing mechanisms for grant reviews have proved adaptable to the new requirements. LEAA staff previously working on delinquency has become the nucleus of the new Office of Juvenile Justice and Delinquency Prevention.

This Report

The ***First Analysis and Evaluation of Federal Juvenile Delinquency Programs*** is required by the Act, which states that the Administrator shall develop:

> . . .an analysis and evaluation of Federal juvenile delinquency programs, conducted and assisted by Federal departments and agencies, the expenditures made, the results achieved, the plans developed, and problems in the operations and coordination of such programs. The report shall include recommendations for modifications in organization, management, personnel, standards, budget requests, and implementation plans necessary to increase the effectiveness of these programs.

The Act also requires:

> . . .a detailed statement of criteria developed by the Administrator for identifying the characteristics of juvenile delinquency, juvenile delinquency prevention, diversion of youths from the criminal justice system, and the training, treatment, and rehabilitation of juvenile delinquents.

In response to this mandate, this report contains the following sections.

- A description of the creation and activities of the Office of Juvenile Justice and Delinquency Prevention;
- An analysis of the Federal role in delinquency prevention; and
- Summary information on 117 Federal programs that have a bearing on juvenile delinquency control or juvenile justice. This information is contained in the Appendices to this report, which have been printed as Volume II.

Part Two: Office of Juvenile Justice and Delinquency Prevention

The 1974 Act established the Office of Juvenile Justice and Delinquency Prevention within LEAA and unified Federal responsibility for juvenile delinquency prevention there. The Office was created to provide leadership and adequate resources for planning, developing, operating, and evaluating programs dealing with education, research, crime prevention, diversion, and rehabilitation for juveniles.

LEAA was given a number of major responsibilities in regard to administering the Act. These included:

- To coordinate the overall Federal policy regarding juvenile delinquency;
- To make formula grants to State and local governments;
- To develop a discretionary grant program of demonstration or national scope programs;
- To provide technical assistance to the States and localities;
- To conduct research and evaluation;
- To provide training to professionals, paraprofessionals, and volunteers working in any area of delinquency control or prevention; and
- To collect and disseminate useful and relevant information.

Creation of Office

When the President signed the Juvenile Justice Act, he indicated that he would not seek new appropriations to implement the legislation because of the need to restrain Federal spending. A Task Group therefore was established within LEAA to carry out the mandates of the Act using already existing LEAA funds. This Task Group administered a budget of approximately $20 million and was composed of LEAA personnel who had previously been working in the area of juvenile justice and delinquency prevention.

On June 12, the President signed Public Law 94-32, which provided $25 million in supplementary funds to LEAA to implement the Act. In addition, authorization was given to hire 51 personnel.

The appropriation had two parts:

- $15 million of new money that was required under the Act to be obligated by August 31, 1975. These funds were subject to the statutory provisions of the Act requiring allocation of funds to the States in formula grants; and
- $10 million in reprogramed LEAA funds that can be used only for administrative purposes, State planning costs, and special emphasis and treatment programs. This money must be obligated by December 31, 1975.

As of September 17, 1975, the entire $15 million had been obligated, and an additional $3,230,249 had been obligated against the $10 million, leaving a balance of $6,769,751.

The Juvenile Justice Act also mandates that LEAA maintain its FY 1972 level of spending for juvenile-related projects. The Office administered approximately $20 million in FY 1975 Crime Control Act funds, in addition to the funds allocated under the new Act. A listing of all funds administered by the Office of Juvenile Justice in FY 1975 is included in Table II-1. The amounts listed in the table do not include funds administered directly by the States through block grants from the Crime Control Act.

Table II-1. FY 1975 Funding for the Office of Juvenile Justice and Delinquency Prevention (including Juvenile Justice Institute)

SOURCE	ALLOCATION	(In Millions) AWARDED	CARRY OVER
Juvenile Justice Act	$25.0	$18.230	$6.769
Part E	10.2	1.437	8.762
Part C	5.1	1.902	3.029
NILECJ	3.696	1.925	1.779
Technical Assistance	1.316	.565	.674
TOTALS	$45.312	$24.059	$21.013[1]

[1] For bookkeeping purposes, these totals were determined by LEAA's Office of the Comptroller as of June 30, 1975.

The Office of Juvenile Justice and Delinquency Prevention was officially created on June 25, 1975. The personnel made available to LEAA (augmented by two from other LEAA personnel authority) have been allocated as follows:

LEAA Regional Offices	20
OJJDP Operations Staff	14
NIJJDP Staff	10
OJJDP Administration	7
LEAA Personnel Office	1
LEAA Office of General Counsel	1
TOTAL	53

Since creation of the program, the action and research staffs have worked together closely to coordinate program development. Their combined effort is resulting in action programs that are based on prior research activities and coordinated with evaluation programs.

Concentration of Federal Efforts

Recognizing that there are more than 100 Federal juvenile justice and delinquency prevention programs without a central policy authority, Congress made the concentration and coordination of Federal delinquency control efforts a specific mandate of the Juvenile Justice Act.

A first step in providing the necessary coordination had been taken in 1971 with the creation of the Intedepartmental Council to Coordinate All Federal Juvenile Delinquency Programs, established by an amendment to the Juvenile Delinquency Prevention and Control Act of 1968. This Council, chaired by the Attorney General, had 10 member agencies and was required to meet a minimum of six times a year. Its goals were to (1) coordinate all Federal juvenile delinquency programs at all levels of government—Federal, State, and local, and (2) search for measures that would have an immediate impact on the prevention and reduction of youth crimes.

The new Juvenile Justice Act assigns responsibility to the Administrator of LEAA for implementing overall policy and for developing objectives and priorities for all Federal juvenile delinquency programs.

The Act also stipulates that two bodies be created to assist in the coordination function.

Coordinating Council

First, the Act creates the Coordinating Council on Juvenile Justice and Delinquency Prevention. The Council is composed of the Attorney General; the Secretary of Health, Education, and Welfare; the Secretary of Labor; the Director of the Special Action Office for Drug Abuse Prevention; the Secretary of Housing and Urban Development; the Assistant Administrator of the Office of Juvenile Justice and Delinquency Prevention; the Deputy Assistant Adminis-

trator of the Institute for Juvenile Justice and Delinquency Prevention; and representatives from other agencies designated by the President. The Council must meet at least six times a year.

The Council has responsibility for reviewing the administration of all Federal juvenile delinquency prevention programs. It must also make recommendations to the Attorney General and the President at least annually regarding overall Federal policy and the development of objectives and priorities for all Federal juvenile delinquency efforts.

The Council has met twice and has taken two principal steps to date to carry out this mandate:

Policy Analysis Paper. The Council selected Professor Franklin Zimring of the University of Chicago School of Law to produce a policy analysis paper on Federal juvenile justice and delinquency prevention programming. The purpose of this paper is to identify critical issues or program areas on which the Council should focus in the next 2 years.

Assessing the Federal Program. The Council selected the American Institutes for Research (AIR) in Washington, D.C., to perform a series of analytical tasks designed to provide information on the overall Federal role in delinquency prevention. This information is being used in preparation of this report, as well as to assist the Council. AIR prepared a budget analysis of the distribution of Federal funds for delinquency and youth development programing, a crossindexed compendium of all grant activities supported by these programs, an analysis of how the Federal Government manages its delinquency control efforts, and a survey of existing information systems relating to Federal juvenile delinquency activities.

National Advisory Committee

The Act also creates the National Advisory Committee on Juvenile Justice and Delinquency Prevention. This Committee consists of 21 members appointed by the President, at least seven of whom must be under the age of 26 at the time of their appointments. Members must have special knowledge about the prevention and treatment of juvenile delinquency or the administration of juvenile justice, and the majority must not be full-time employees of Federal, State, or local governments. The Committee must meet at least four times a year.

The Committee has four basic functions.

- To advise the Administrator in the development of policy, objectives, and priorities for all Federal juvenile delinquency programs;
- To advise in the preparation of reports and recommendations to the President and the Congress;
- To provide advice, counsel, and recommendations to the Juvenile Justice Institute in the development of its programs;
- To assist in the development of standards for the administration of juvenile justice.

The Committee also has a strong involvement in funding considerations, public information programs, and impacts on State and local criminal justice agencies, professionals, managers, and the general public.

There are three subcommittees: one to advise the Administrator on standards for the administration of juvenile justice, one to oversee the activities of the National Institute for Juvenile Justice and Delinquency Prevention, and one to work with the Coordinating Council on the concentration of Federal efforts.

The Advisory Committee was appointed on March 19, 1975 and has met twice. Each of the subcommittees also has met. The standards subcommittee has submitted its first report to the Congress and to the President.

Formula Grants

The Juvenile Justice Act recognizes that if youth crime and its causes are to be curtailed, a major effort must be made at the State and local level.

The Federal Government may advise, may provide information and conduct research, may evidence leadership, may provide coordination and direction, and may even carry out some specific programs on its own. But it is the public and private agencies at State and local levels that operate the programs and projects with a direct and substantial bearing on the problems of juvenile delinquency.

Therefore, a major activity for the Office of Juvenile Justice is to make formula block grants to the States to assist them in planning, establishing, operating, coordinating, or evaluating juvenile projects. The amount available for this purpose is from 50 to 75 percent of the action funds appropriated under the Act.

The formula grants are allocated according to the population of a State under the age of 18, with a minimum of $200,000 for each State plus the District of Columbia and Puerto Rico. A minimum of $50,000 is available for the Trust Territory of the Pacific, the Virgin Islands, American Samoa, and Guam.

An additional $2 million has been made available from special emphasis grant funds to plan for and build administrative capacity.

To receive formula grants from the initial appropriation States were required to submit a Plan Supplement Document, amending their FY 1975 Comprehensive State Plans, by August 1, 1975. Nine States and one Territory did not choose to participate. These are Alabama, American Samoa, Colorado, Hawaii, Kansas, Oklahoma, Rhode Island, Utah, West Virginia, and Wyoming. The other States and Territories did submit the plans and $10.6 million has been awarded for the FY 1975 formula grant effort. The State allocations are listed in Table II-2.

Table II-2. Allocation of Juvenile Justice and Delinquency Prevention Block Grant Funds

Alabama	—	Nevada	200,000
Alaska	200,000	New Hampshire	200,000
Arizona	200,000	New Jersey	245,000
Arkansas	200,000	New Mexico	200,000
California	680,000	New York	599,000
Colorado	—	North Carolina	200,000
Connecticut	200,000	North Dakota	200,000
Delaware	200,000	Ohio	383,000
District of Columbia	200,000	Oklahoma	—
Florida	216,000	Oregon	200,000
Georgia	200,000	Pennsylvania	395,000
Hawaii	—	Rhode Island	—
Idaho	200,000	South Carolina	200,000
Illinois	389,000	South Dakota	200,000
Indiana	200,000	Tennessee	200,000
Iowa	200,000	Texas	410,000
Kansas	—	Utah	—
Kentucky	200,000	Vermont	200,000
Louisiana	200,000	Virginia	200,000
Maine	200,000	Washington	200,000
Maryland	200,000	West Virginia	—
Massachusetts	200,000	Wisconsin	200,000
Michigan	333,000	Wyoming	—
Minnesota	200,000	American Samoa	—
Mississippi	200,000	Guam	50,000
Missouri	200,000	Puerto Rico	200,000
Montana	200,000	Virgin Islands	50,000
Nebraska	200,000	Trust Territory	50,000

The Plan Supplement Document must contain the SPA's strategy for meeting certain requirements of the Juvenile Justice Act and LEAA guidelines.

With regard to status offenders, this strategy must describe the current situation regarding the institutionalization of status offenders and explain which programs will be funded to address this issue.

The strategy also must address the Act's prohibition against confining juveniles in institutions where they will have regular contact with adult offenders.

Special Emphasis Programs

The majority of LEAA projects are funded through State-administered block grant funds. This same pattern holds true for the new Juvenile Justice Act. But the Office of Juvenile Justice also has discretionary funds made available by both the Crime Control Act and the Juvenile Justice Act to support projects that are national in scope, have a particular focus, demonstrate special techniques, or are experimental in nature.

According to the Juvenile Justice Act, special emphasis discretionary grants can be made to public and private agencies, organizations, institutions, or individuals.

- To develop and implement new approaches, techniques, and methods with respect to juvenile delinquency programs;
- To develop and maintain community-based alternatives to traditional forms of institutionalization;
- To develop and implement effective means of diverting juveniles from the traditional juvenile justice and correctional system;
- To improve the capability of public and private agencies and organizations to provide services for delinquents and youths in danger of becoming delinquent;
- To facilitate the adoption of the recommendations of the Advisory Committee and the Institute; and
- To develop and implement model programs and methods to keep students in elementary and secondary schools and to prevent unwarranted and arbitrary suspensions and expulsions.

At least 20 percent of funds available for special emphasis programs must be made to private nonprofit agencies, organizations, or institutions that have experience in dealing with youth. The Act also requires that emphasis be placed on prevention and treatment.

The Office has developed four priorities for discretionary funding:

- Removal of status offenders from detention and correctional facilities;
- Diversion of offenders from the juvenile justice system;
- Reduction of serious crime committed by juveniles; and
- Prevention of delinquency.

The Special Emphasis staff has worked closely with the Institute to develop these priorities and to plan the programs based on them. So far the Office has planned and solicited grant applications for the first area; initial planning has been done on the second. Special emphasis funds also are supporting individual projects in other areas.

Status Offender Initiative

Ever since the Plymouth Bay Colony, Americans have declared that certain conduct tolerable in adults will not be tolerated in children. This became one of the reasons for the establishment of a separate juvenile court at the turn of the century. The new court was established to serve in a benevolent role for all children whether they were brought before it for a peculiarly juvenile offense or for a serious criminal act.

Today every juvenile court has the authority to assume jurisdiction over a youth on one or another of these traditional noncriminal bases—truancy, incorrigibility, promiscuity, or runaway. These acts are known as "status offenses"—they are offenses only because of the offender's status as a juvenile.

The first major juvenile justice initiative deals with the need to keep status offenders out of detention and correctional facilities. An LEAA survey of such facilities for juveniles revealed that in 1971 about one-third of all youths in institutions, including community-based facilities, were status offenders. The goal of the program is to halt the incarceration of juvenile status offenders within 2 years. The initiative aims to develop community-based resources to replace correctional institutions used for these juveniles. The projects will demonstrate to other jurisdictions methods of meeting this aim.

The Office encouraged 24 selected proposals from potential grantees for this initiative. This represents a selection from 361 preliminary applications. From 8 to 15 of these applications will be awarded. The applications have received rigorous review by staff teams and evaluators. The final selection will be based on several factors: impact on the system, number of children affected, cost in relation to impact, potential for including minority populations, and overall quality of program approaches. Entire States, parts of States, entire counties, and entire cities have been given priority in judging potential impact on the juvenile justice system. Grant awards are expected to be made by October 30, 1975. Depending on the number of applications awarded, the initiative will be supported with from $8.5 to $15 million.

Other Grants

In addition to the status offender program, the Office is supporting additional projects. Some of these have been funded with 1975 Crime Control Act funds, some with 1975 Juvenile Justice funds, and some were funded by LEAA prior to the creation of the Office of Juvenile Justice. A few of these grants are described below.

Delinquency Prevention in the Schools. The Metropolitan School-Based Delinquency Prevention Program in Rock Island, Ill., is using peer groups to help students resolve their problems and to ease young offenders back into the school community. The objective of this program is to reduce (1) the number of court petitions of students, (2) the dropout rate, and (3) the number of violent incidents in the schools.

Henry Street Settlement. The Henry Street Settlement-Urban Life Center in New York City is trying to reduce antisocial and delinquent behavior by integrating counseling, education, recreation, and other services and activities into one program. Adolescents in the program will perform meaningful paid public service work. This should help them become productive, self-reliant members of the community. The program also will provide the community with significant new or expanded services.

Neighborhood Youth Resources Center. This grant supports a program in Philadelphia, Pa., located in an existing community center, that emphasizes both diversion from the formal juvenile justice system and preventing youths' entry into the system. The project will seek to strengthen the adolescents' ties to the schools, their families, and their jobs.

Juvenile Female Offenders. Two hundred female offenders in Massachusetts will be served by this project. When this State closed its juvenile correctional institutions 3 years ago, its primary concern was to provide effective alternatives for boys who were seen as

posing the most threat to society. The grant will fill the gap in services that has existed for girls.

Pennsylvania Juvenile Offender Reintegration Project. This grant is developing an alternative network of community-based residential and nonresidential centers for approximately 500 juvenile offenders in Pennsylvania. Many of these juveniles are serious offenders. The program will provide a variety of rehabilitation and treatment services. A major part of the project is to place the 392 juveniles presently incarcerated in the Camp Hill adult medium security penitentiary in the community-based alternative programs. The project will serve both male and female offenders.

Project IMPACT (Integration Methodology for Planning and Coordination Teamwork). This grant establishes a full-time centralized unit for juvenile justice and delinquency prevention planning, coordination, and programming in Los Angeles County, Calif. The project is responsible for coordinating the activities of approximately 15 separate departments that provide services to juveniles. One of the project's goals is to increase understanding of the relationships between law enforcement and social service agencies that deal with juveniles.

Utah Multi-County Juvenile Justice Program. The U.S. Department of Agriculture's Agricultural Extension Service at Utah State University is coordinating its services with those of the juvenile justice system and community service agencies to help provide alternatives to institutionalization for 200 delinquent youth referred by the juvenile court. The goals of the program are to reduce the juveniles' involvement with the juvenile justice system, to improve their school performance, and to begin to prepare them for careers.

National Institute for Juvenile Justice and Delinquency Prevention

The Act established within the Office of Juvenile Justice the National Institute for Juvenile Justice and Delinquency Prevention. The Institute was given five major functions:

- To conduct, coordinate, and encourage research relating to any aspect of juvenile delinquency;
- To conduct, coordinate, and encourage evaluation relating to juvenile delinquency;
- To collect, prepare, and disseminate useful data regarding the treatment and control of juvenile offenders;
- To provide training for personnel connected with the treatment and control of juvenile offenders; and
- To establish standards for the administration of juvenile justice at the Federal, State, and local levels.

Institute and program staff have been working together to develop priorities for the Office as a whole. This is enabling the Office to develop a fully integrated program, founded on research and coordinated with evaluation and technical assistance programs.

Planning for Evaluation

The Institute believes program planning and evaluation planning must be done together. In this way, programs can be designed to facilitate useful and meaningful evaluations.

Both the Institute staff and outside experts are being used in planning for program evaluation. This planning has been completed for the status offender program, the first priority area, and is underway for the diversion program, the second area. The grantee assisting in the work for the status offender program is the Social Science Research Institute of the University of Southern California. The grantee assisting in diversion planning is

Portland State University. Grantees have not been selected for the third and fourth priority areas.

A separate group of related awards will be made to undertake the actual evaluations of projects funded under each program area. One grantee will be responsible for coordinating the evaluations of all projects funded under a program area and for developing a comprehensive report. Separate awards will be made to evaluate each action project, gathering standard information for the overall evaluation and taking advantage of the unique research opportunities offered by each project.

Assessing Current Knowledge

The first task in evaluation planning for the priority areas is to compile and assess available knowledge. These efforts are based on studies undertaken through the National Evaluation Program (NEP) of the National Institute of Law Enforcement and Criminal Justice (NILECJ), LEAA's research arm for adult criminality. The NEP studies relating to juveniles are being monitored by the Juvenile Justice Institute. Each NEP study will define the topic area, develop a system for classifying project types within the universe being studied, make site visits, review existing literature, and develop research designs for future evaluations.

The first NEP juvenile-related study, on Youth Service Bureaus, has been completed. Other studies, on diversion and alternatives to incarceration, alternatives to detention, and delinquency prevention, will be completed by November.

The Juvenile Justice Institute is funding other similar assessment programs whose results will feed directly into program planning. These include a study of intervention programs designed to reduce crime in the schools and a study of juvenile gangs in the 12 largest U.S. cities. The Institute also is beginning assessments of intervention techniques for the treatment of violent juvenile offenders and a study on the relationship between delinquency and learning disabilities.

Training

The Juvenile Justice Act mandates a major role for the Institute in training persons who work with troubled youth. The Institute is in the process of developing such a program, which will include training conducted within the Institute, other efforts conducted by national and regional organizations, and technical training teams to assist the States by training the trainers.

Both extensive training sessions to develop basic skills and short-term courses to expose people to new skills will be developed. Those to be trained are professional, paraprofessional, and volunteer personnel, including those involved in law enforcement, education, judicial functions, welfare work, and other fields.

Standards

The Institute also is required to review existing reports, data, and standards relating to the juvenile justice system and to develop recommended standards for the administration of juvenile justice at the Federal, State, and local level.

The Institute is coordinating this effort with two other ongoing standards-development projects—the Juvenile Justice Standards Project, conducted by the American Bar Association and the Institute of Judicial Administration in New York, and the Standards and Goals Task Force. The latter is funded by LEAA as part of its followup effort to the work of the National Advisory Commission on Criminal Justice Standards and Goals, whose reports were published in 1973.

Other Projects

The Institute is funding or developing a number of projects that relate to its mandates to disseminate information, to conduct research, and to perform evaluations. A few of these are described below.

Juvenile Delinquency Assessment Centers. As a major aspect of its information program, the Institute proposes to establish several Assessment Centers, each to focus on a different aspect of juvenile delinquency or juvenile justice. Each will collect, synthesize, and disseminate information within a topic area.

Juvenile Corrections. Continuation support is being provided to the National Assessment of Juvenile Corrections project at the University of Michigan. This project seeks to: (1) develop objective, empirical bases for assessing the relative effectiveness of correctional programs, (2) generate systematic, comparative, and comprehensive nationwide information about major aspects of juvenile corrections, and (3) make policy recommendations about juvenile programs.

Effects of Alternatives to Incarceration. Harvard University is continuing a multiyear evaluation of the Massachusetts experiment in alternatives to incarceration for juveniles. The project is evaluating the community-based programs developed since Massachusetts closed its training schools in 1972.

Respondents Panel. A grant to the National Center for Juvenile Justice, the research arm of the National Council of Juvenile Court Judges, will support a panel of knowledgeable people on juvenile matters who will act as a sort of early warning system on trends in juvenile justice. The panel also will collect limited amounts of information such as arrest data on particular types of offenders.

Technical Assistance

The Juvenile Justice Act requires that technical assistance be provided to (1) public and private agencies, institutions, and individuals in developing and implementing juvenile delinquency programs, and (2) Federal, State, and local governments, courts, public and private agencies, institutions, and individuals for planning, establishing, funding, operating, or evaluating juvenile delinquency programs.

The Office of Juvenile Justice also has responsibility in conjunction with several other offices within LEAA to prepare guidelines for States and to help them develop juvenile delinquency plans. To carry out these responsibilities the Office of Juvenile Justice has established a Division of Technical Assistance with the following functions:

- To coordinate activities with other sections of the Office to insure that a comprehensive and efficient use of juvenile delinquency resources is maintained, and that national and regional staff have the necessary juvenile justice expertise;
- To help the Juvenile Delinquency Specialists in the regional offices to (1) develop a technical assistance strategy that will assess regional, State, and local juvenile justice needs, and (2) develop and implement standards and guidelines for juvenile justice and delinquency prevention;
- To support other LEAA offices in planning, developing, and conducting ongoing training activities for the Juvenile Delinquency Specialists in the regional offices and in the SPA's on techniques and program methods to implement the Juvenile Justice Act successfully;
- To help States, communities, public and private agencies and organizations, and individuals to enhance their capacity to undertake effective program planning design and implementation; and
- To review the juvenile justice component of the States' comprehensive plans, including (1) State methods of deinstitutionalizing status offenders; (2) State plans and goals including methods to segregate adult and juvenile offenders, to address the incidence of juvenile delinquency, and to identify program approaches that might benefit other jurisdictions; and (3) State technical assistance needs and problem areas.

Part Three: Analysis of the Federal Juvenile Delinquency Prevention Role

For nearly three-quarters of a century, the Federal Government has been spending money to prevent juvenile delinquency and rehabilitate delinquents. But the overall Federal effort has eluded definition. "Prevention," "enforcement," and "treatment" activities make up a variety of programs that are indirectly related to law enforcement and criminal justice. However, the relationships among these programs have heretofore not been clearly drawn or defined.

In 1972 and 1973, the Interdepartmental Council to Coordinate All Federal Juvenile Delinquency Programs, aided by the Census Bureau, produced catalogs of all Federal programs defined as being related to juvenile delinquency. These catalogs described the qualitative nature of the programs, department-by-department. However, they did not attempt to describe any unifying program characteristics, and thus did not aggregate the many separate efforts into a coherent framework.

The analysis in this report brings up to date the description of the Federal Government's role in juvenile delinquency prevention. It includes the following parts:

A Profile of the Current Federal Effort. This section concerns the question of what "related to juvenile delinquency" really means.

Priority Needs and Spending Patterns. This section discusses the assumptions in current Federal delinquency prevention programs and how these relate to priorities.

Assessment of Federal Program and Project Evaluations. This study, which preceded the creation of the Office of Juvenile Justice, was conducted by the Interdepartmental Council to Coordinate All Federal Juvenile Delinquency Programs. However, the document contains important background information directly related to information in this analysis.

Information Needs. This part discusses Federal information needs and plans to meet them. A major goal is to bridge the gap between evaluative information and planning decisions about what should be done in the future.

Finally three appendices contain program-by-program information on the 117 individual Federal efforts currently defined as "related to juvenile justice and delinquency prevention." The first gives program budgets for the past 3 years; the second explains and amplifies data bases used for the budget analysis; and the third contains abstracts of the 117 Federal programs. The Appendices are printed as Volume II.

Criteria Development

The Juvenile Justice Act requires the Administrator to develop a detailed statement of criteria for identifying the characteristics of juvenile delinquency, juvenile delinquency prevention, diversion of youths from the juvenile justice system, and the training, treatment, and rehabilitation of juvenile delinquents.

The Office of Juvenile Justice is in the process of developing these criteria which will be included in the ***Second Analysis and Evaluation of Federal Juvenile Delinquency Programs***, to be submitted by the LEAA Administrator to the President and to the Congress prior to September 30, 1976.

The ambiguity of many of the terms for which criteria are being developed has added to the problems of juvenile delinquency prevention and control. The process of developing them therefore is designed to achieve consensus among a broad range of professionals working in the delinquency area. Members of the Coordinating Council and the National Advisory Committee are involved in this development process.

A Profile of the Current Federal Effort

The 1972 inventory of Federal programs related to juvenile justice and delinquency prevention contained a total of 166 programs. In the 1973 update, this number dropped to 132 through the termination of some programs and the consolidation of others. This list was subsequently used as an official inventory of the Federal effort during the preparation of the Juvenile Justice Act, and during the work of the Task Force that preceded the Office of Juvenile Justice and Delinquency Prevention.

When the Office was formed, one of its first actions was to update the list and obtain basic information about the Federal activities described. This included identifying 15 new programs that postdate the Census Bureau survey. After additions, deletions, and consolidation, the number of programs shrank to 117; all are described in the appendices to this report.

It should be emphasized that even the updated inventory discussed here is a preliminary one. One of the requirements of the Juvenile Justice Act is that LEAA establish detailed criteria for deciding what activities fall within the purview of the Act. A process has been established for developing these criteria, which will be the basis for a definitive program inventory in the future.

Defining the Federal Effort

The Federal money spent on and around the juvenile delinquency problem in FY 1975 totals somewhere between $92 million and $20 billion. There are two principal reasons for this huge discrepancy in estimates. The first is that programs to prevent delinquency have a very different focus than programs to respond to delinquency, and this difference interferes with comparisons of program-level budget totals. A million dollars spent on salaries for juvenile probation officers may or may not be more "useful" in combating delinquency than a million dollars spent on salaries for teachers in ghetto schools. However, the proportions of the money that should be included in a "delinquency expenditures" category are clearly different.

In the former case, the dollars are spent exclusively on youth who are judged delinquent, for the explicit purpose of making them less delinquent; thus the entire million dollars can be classified as "spent on the delinquency problem."

In the latter case, the dollars for teachers are spent on a population that may include predelinquents, but for purposes that do not relate specifically to preventing delinquency. Therefore the number of dollars actually spent on "the delinquency problem" is substantially less than a million, though the precise number remains unknown.

This first source of uncertainty about the magnitude of the Federal effort is inevitable for the foreseeable future. There are no prorating formulas for calculating the antidelinquency component of an extra teacher or a free school lunch.

A second source of uncertainty is purely a matter of reporting. For most programs, only a portion of the projects have any relationship to delinquency, and the distorted estimates produced by aggregating program budgets will persist until project-by-project

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data are available. To add all of the budget for LEAA's discretionary grant program, for example, grossly overstates the dollars used for delinquency projects; though some of the grants are directly and wholly related to delinquency, others are wholly unrelated.

Thus in the discussion of dollar resources committed to the "Federal effort," four types of effort must be specified separately.

The Direct Federal Effort to Deal with Delinquency and Predelinquent Youth. This effort embraces 10 programs that are exclusively and explicitly devoted to the delinquency problem and thus make up the core of the Federal effort. For convenience, these activities will be labeled "delinquency treatment programs."

The Direct Federal Effort to Assist Vulnerable Segments of the Youth Population. These are the prevention (defining "prevention" broadly) programs. To fit in this category, a program must meet three criteria:

- The benefits of the program must be directed explicitly toward youth (persons under 21 years of age).
- The bulk of that youth population must be considered especially vulnerable to delinquency (e.g., socially or economically disadvantaged).
- The service or benefit must explicitly or implicitly compete with factors believed to be direct causes of delinquent behavior.

Thirty-six programs meet these three criteria. The short label for this category is "programs for youth at risk."[1]

Related parts of the general Federal effort to upgrade law enforcement and criminal justice. This category includes all Department of Justice programs that include juveniles as one of the target populations without focusing on them exclusively. The label for this category of 15 programs is "related law enforcement/criminal justice (LE/CJ) improvement programs."

Related Parts of the General Federal Effort to Upgrade the Quality of Life—Specifically Those Activities with Special Relevance to Youth. This title embraces a wide variety of programs, ranging from food stamps to parks and from mental health to summer jobs. The rationale for linking these 57 programs with delinquency prevention is usually tenuous, and the proportion of the program budgets devoted to youth is often small. As an aggregate, this category is not a meaningful gage of the magnitude of the Federal effort to combat delinquency. These programs will be called "related general programs."

Federal Spending

These descriptions of the four Federal efforts reveal that the number of dollars actually devoted to juvenile delinquency falls far short of the $20 billion total budget of the 117 programs included in the Federal inventory. A noteworthy aspect of that budget total is that only one-half of 1 percent was devoted to direct treatment programs, and only 18 percent to programs providing services to the overall population of youth at risk. More than 80 percent represents budgets of programs only distantly or partially related to the delinquency problem. The exact totals for the four types of effort in FY 1975 are displayed in Table III-1.

[1]This does not imply that the true population of "youth at risk" is composed uniquely of the socially and economically disadvantaged. There are also population segments that are at risks because of mental and psychological disabilities, family conditions, and the many other causes of delinquency about which little is known. However, the main targets of programs in this category are the presumed social, educational, and economic causes of juvenile delinquency.

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Table III-1. Aggregate FY-1975 Funding for the Four Types of Federal Effort

Type of Program	FY 1975 Funding (000,000)	% of Total
Delinquency treatment programs	$92.0	0.5
Programs for youth at risk	3635.3	18.1
Related LE/CJ improvement programs	920.8	5.8
Related general programs	15154.0	75.6
TOTAL	$19802.1	100.0

The FY 1975 proportions for the aggregated budgets are roughly comparable to those in the preceding 2 years and those projected for FY 1976, as shown in Figure III-1.

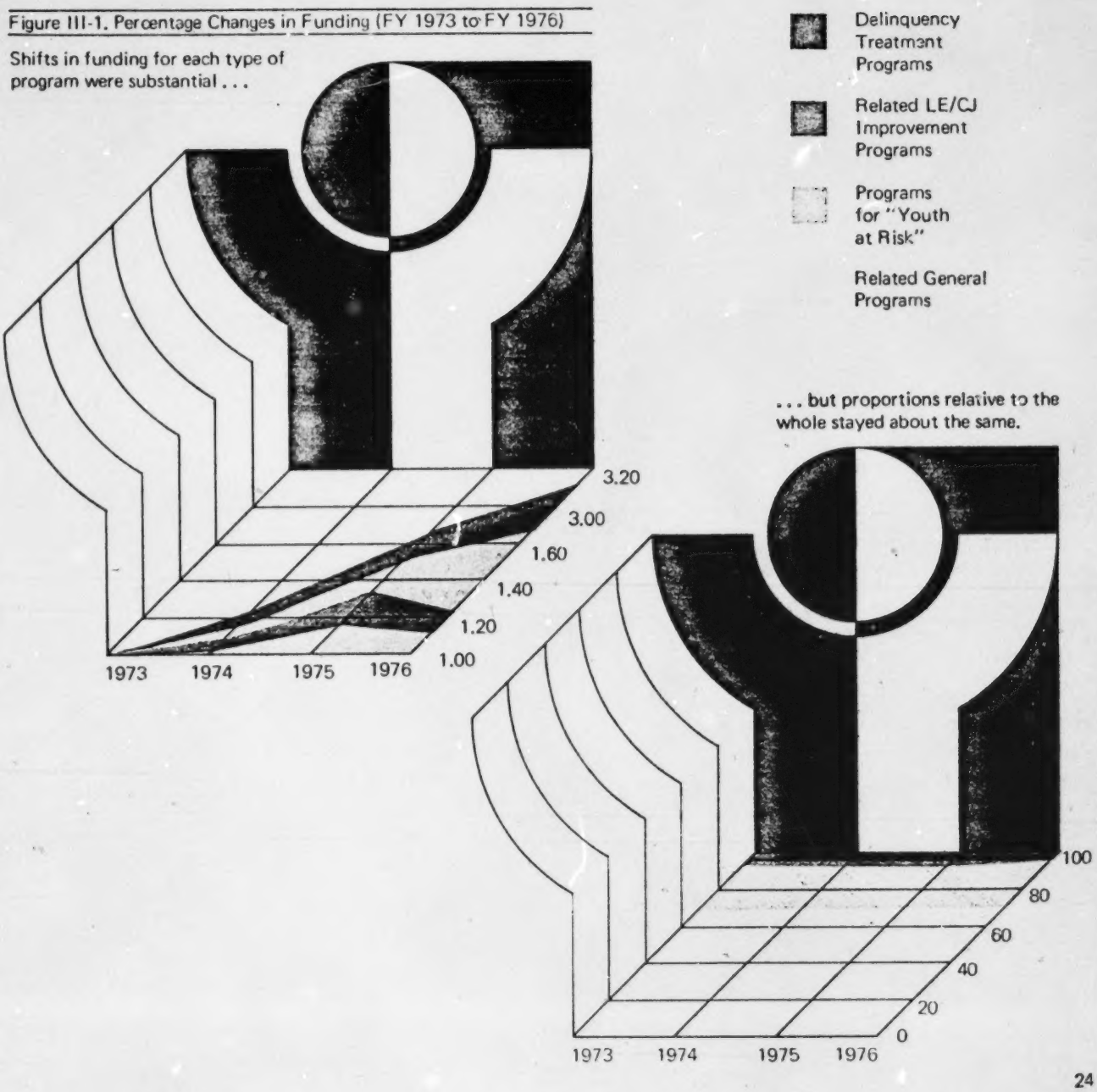
The budgets for related LE/CJ programs and programs for "youth at risk" are projected to drop somewhat during FY 1976, after moderate increases from FY 1973 through FY 1975. Related general programs continue to expand steadily. Delinquency treatment programs jumped dramatically, but this was partially the result of budget relabeling upon creation of the Juvenile Justice Office, rather than real increases in funds devoted to delinquency.

Another noteworthy point about the overall budget is that the proportions devoted to each type of effort change dramatically when viewed from a per capita standpoint. Using the FY 1975 budget data, a per capita approach to the budgets yields this breakdown by type of Federal effort:

- The $92 million for delinquency treatment programs was focused on the 1.2 million to 1.4 million juveniles taken into custody. Per capita expenditure: $66-$77.[2]

[2]The lower boundary is taken from the ***Uniform Crime Reports*** (UCR), 1973 (the most recent edition available) on the total juveniles taken into custody by all agencies (Table 21, p. 119). The number is not extrapolated; the figures for 1971, 1972, and 1973 remained nearly constant. The upper boundary assumes a possible 20 percent increase in 1975.

Figure III-1. Percentage Changes in Funding (FY 1973 to FY 1976)



- The $3635.3 million for youth-at-risk programs was focused primarily on youth in poor families—a population of roughly 12.1 to 23.3 million. Per capita expenditure: $156-$300.[3]

- The $920.8 million for related LE/CJ improvement programs was focused on the 4.0 to 4.8 million adults and juveniles in contact with the criminal justice system as offenders. Per capita expenditure: $192-$230.[4]

- The $15,154 million for related general programs was mostly, but by no means exclusively, focused on the poor (at least one-third and as much as two-thirds of the U.S. population) or roughly 72.2 to 144.4 million people. Per capita expenditure: $105-$210.[5]

Table III-2 shows the range of per capita expenditures represented by the 117 programs.

Per capita expenditures have been discussed in terms of ranges because the sizes of the target populations can only be estimates. But even assuming a generous margin of error, the change in the profile of expenditures is extreme, as shown in Figure III-2. For purposes of illustration, per capita expenditures in the figure are calculated assuming target populations are midway between the upper and lower boundaries.

Table III-2. Estimates of Per Capita FY 1975 Funding for the Four Types of Federal Effort

Type of Program	Lower Pop. Dollars	Estimate % of Total	Upper Pop. Dollars	Estimate % of Total
Delinquency treatment programs	77	9.4	66	12.7
Programs for youth at risk	300	36.7	156	30.1
Related LE/CJ improvement programs	230	28.2	192	37.0
Related general programs	210	25.7	105	20.2
TOTAL	$817	100.0	$519	100.0

[3] Both figures are taken from the ***Statistical Abstract of the United States,*** extrapolated from 1970 census data. The lower boundary is youth under 21 living in families at or below the poverty level; the upper boundary is youth under 21 living in families in the bottom quarter of the income distribution.

[4] Lower boundary: 1973 total of adults arrested and juveniles taken into custody (UCR Tables 21, p. 119, and 22, p. 124). Upper boundary assumes a 20 percent increase in the 1975 figures.

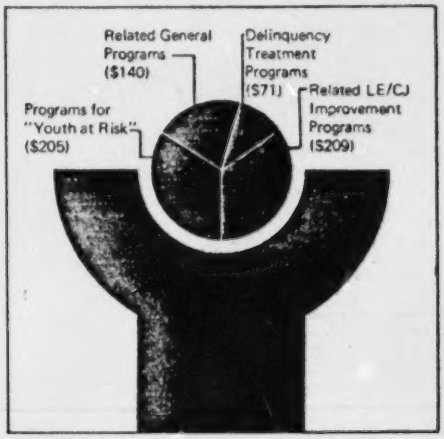
[5] Based on a 1975 population projection of 216 million, taken from the ***Statistical Abstract,*** 1972, Table 7, p. 8.

Figure III-2. Contrast Between Aggregate and Per Capita Views of the Four Types of Effort (FY 1975)

In the aggregate view, 94% of the dollars are spent on efforts related to prevention rather than treatment . . .

Delinquency Treatment Programs ($92 million)
Related LE/CJ Improvement Programs ($920.8 million)
Related General Programs ($15,154.0 million)
Programs for "Youth at Risk" ($3,635.3 million)

. . . while a per capita view indicates that funds for treatment and prevention are about equal.


Related General Programs ($140)
Delinquency Treatment Programs ($71)
Related LE/CJ Improvement Programs ($209)
Programs for "Youth at Risk" ($205)

The most significant contrast in the figure concerns the relative importance of treatment within the criminal justice system (delinquency treatment and related LE/CJ programs) as compared to nonspecific preventive programs (youth at risk and general related programs). Preventive programs virtually monopolize the aggregate expenditures, but only constitute about half of the per capita expenditures. In this sense it is wrong to view the current Federal effort as overwhelmingly or even predominantly prevention-oriented.

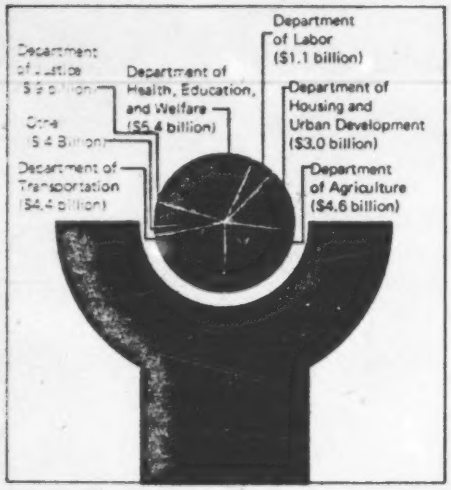
Funding Sources

The question of which agency is spending how much depends on whether aggregate or per capita estimates are used. Figure III-3 indicates the magnitude of department-by-department contrasts.

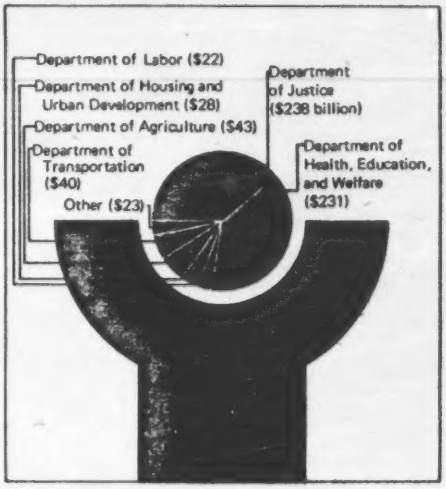
The changes in proportions are so great that it is more informative to discuss funding sources for the 117 programs in terms of type of Federal effort, rather than as a whole. As Figure III-4 indicates, the categories of delinquency treatment and related LE/CJ programs were dominated by the Department of Justice (DOJ). Youth-at-risk programs were primarily administered by the Department of Health, Education, and Welfare (HEW). The three biggest sponsors of related general programs were the Departments of Agriculture (USDA), Transportation (DOT), and Housing and Urban Development (HUD). They did so by virtue of a few programs with small portions devoted to youth but very large overall budgets. This situation points up the dubious significance of the related general category when dealing with program-level budgets.

Figure III-3. Contrast Between Aggregate and Per Capita Views of Funding Sources (FY 1975)

The Aggregate Budget


Department of Labor ($1.1 billion)
Department of Health, Education, and Welfare ($5.4 billion)
Department of Housing and Urban Development ($3.0 billion)
Department of Agriculture ($4.6 billion)
Department of Transportation ($4.4 billion)

The Per Capita Budget


Department of Labor ($22)
Department of Housing and Urban Development ($28)
Department of Agriculture ($43)
Department of Transportation ($40)
Other ($23)
Department of Justice ($238 billion)
Department of Health, Education, and Welfare ($231)

Following Figure III-4 is a detailed discussion of the funding sources for each type of program. Aggregates for each agency are based on program budgets, not project budgets.[6]

[6] The errors this introduces are unavoidable at this time, and probably substantial. For example, LEAA alone has been spending more than $100 million annually since 1972 on projects directly and exclusively devoted to delinquency, yet Department of Justice programs directly and exclusively devoted to delinquency had budgets aggregating only $60 million. The remainder of the juvenile justice projects were funded under programs that fit the related LE/CJ category. Presumably the figures for other agencies are similarly distorted by the absence of project-by-project information.

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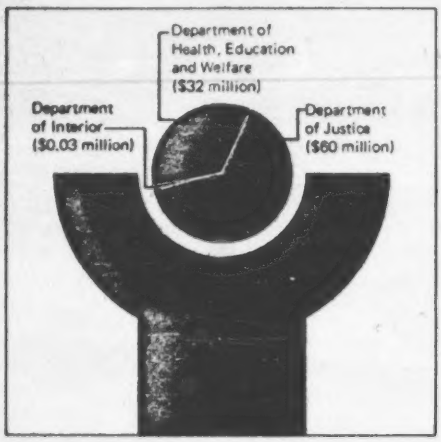
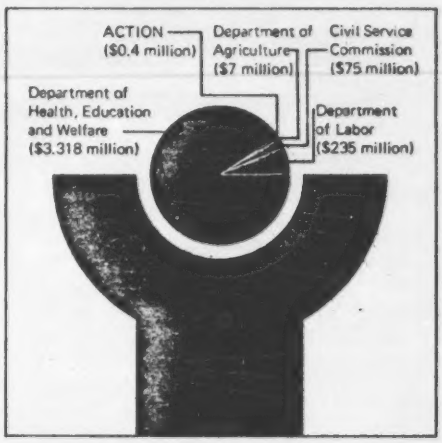
Figure III-4. FY 1975 Federal Efforts by Funding Source

Delinquency Treatment Programs

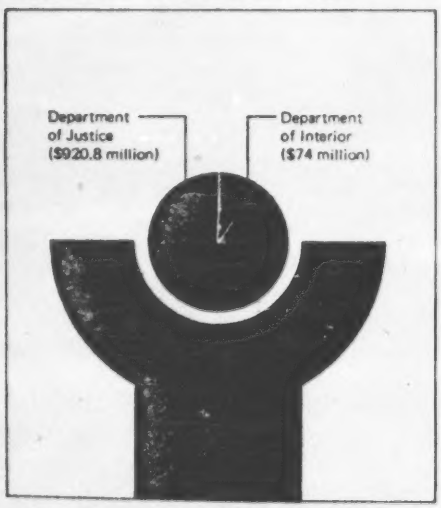

Department of Health, Education and Welfare ($32 million)
Department of Interior ($0.03 million)
Department of Justice ($60 million)

Youth at Risk Programs*

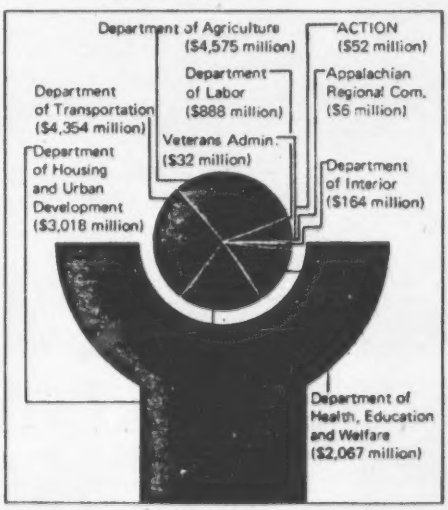

ACTION ($0.4 million)
Department of Agriculture ($7 million)
Civil Service Commission ($75 million)
Department of Health, Education and Welfare ($3.318 million)
Department of Labor ($235 million)

*This figure does not include the Department of Labor's Summer Jobs Program because a supplemental appropriation of $456 million was not made until June 16, 1975—too late for inclusion in this analysis. In FY 1975 the program goal is to provide summer jobs for more than 840,400 economically disadvantaged youths.

Related LE/CJ Improvement Programs



Related General Programs*


Department of Agriculture ($4,575 million)
ACTION ($52 million)
Department of Labor ($888 million)
Appalachian Regional Com. ($6 million)
Department of Transportation ($4,354 million)
Veterans Admin. ($32 million)
Department of Housing and Urban Development ($3,018 million)
Department of Interior ($164 million)
Department of Health, Education and Welfare ($2,067 million)

*Late revisions to the budget totals provided by program officials reveal that the figures for Department of Agriculture (USDA) programs were too low. The changes bring USDA

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programs from 30.2 percent to 33.7 percent of the total for "related general programs," and raise the dollar figure for that set of programs by 5.4 percent. This implies some changes in other figures and tables that include data on related general programs. None of these significantly affect the shape of the budget priorities described in this section.

Delinquency Treatment Programs

The Justice Department, and more specifically LEAA, is the primary funding source for programs dealing directly with delinquent behavior. Of the $92 million spent in 1975, DOJ accounted for almost two-thirds. HEW spent $31.8 million on programs classified in this category, through its activities for runaway youth and one of its programs for educationally deprived children. The Department of the Interior (DOI) administered the only other Federal activity directly related to youth already considered delinquent (see Table III-3).

Table III-3. Delinquency Treatment Programs

Justice-LEAA (OJJDP)
Concentration of Federal Efforts
Formula Grants
National Institute for Juvenile Justice and Delinquency Prevention
Special Emphasis Grants
Technical Assistance
Justice-Bureau of Prisons
Operation of Juvenile and Youth Institutions
Operation of Young Adult Institutions
Interior-Bureau of Indian Affairs
Detention Facilities and Institutions Operated for Delinquents
HEW-Office of Education
Educationally Deprived Children—State-Administered Institutions Serving Neglected or Delinquent Children
HEW-Office of Human Development
Runaway Youth Program

Programs for Youth at Risk

Programs focused on preventing delinquency cover a spectrum so broad that it is more accurate to label them as programs directed toward youth at risk than as delinquency prevention programs. Grouped under this category are school activities, vocational opportunities, recreational outlets, and similar programs.

HEW is the major funding agency for these preventive activities. In FY 1975 that department expended $3.3 billion, or more than 91 percent of the total for this category. Representative activities included the Office of Education's programs for vocational education and for educationally deprived children, and the Head Start Program in the Office of Child Development.

The Department of Labor funded the Job Corps and two apprenticeship programs in FY 1975. A similar training program in USDA—the Youth Conservation Corps—expended approximately $6.7 million in FY 1975. Obligations of $75 million for two Civil Service Commission programs employing disadvantaged youth in Federal positions, and of $310,000 for ACTION's Youth Challenge Program, complete Federal expenditures for direct prevention programs.

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Table III-4. Programs for Youth at Risk

HEW-Office of Education
Bilingual Education
Dropout Prevention
Educationally Deprived Children—Local Educational Agencies
Educationally Deprived Children—Migrants
Educationally Deprived Children—Special Grants for Urban and Rural Schools
Educationally Deprived Children—Special Incentive Grants
Educationally Deprived Children—State Administered Institutions
Educational Personnel Development—Urban/Rural School Development
Educational Personnel Training Grants: Career Opportunities
Follow Through
Special Services for Disadvantaged Students in Institutions of Higher Education
Supplementary Educational Centers and Services: Special Programs and Projects
Supplementary Educational Opportunity Grants
Talent Search
Teacher Corps
Upward Bound
Vocational Education Program—Basic Grants to States
Vocational Education Program—Cooperative Education
Vocational Education Program—Curriculum Development
Vocational Education—Innovation
Vocational Education—Research
Vocational Education—Special Needs
Vocational Education—State Advisory Councils
Vocational Education—Work Study
HEW-Office of the Secretary (Human Development)
Child Development—Child Abuse and Neglect: Prevention and Treatment
Child Development—Child Welfare Research and Demonstration Grants
Child Development—Head Start
Child Development—Technical Assistance
HEW-Social and Rehabilitation Service
Child Welfare Services
Labor-Manpower Administration
Apprenticeship Outreach
Apprenticeship Training
Job Corps
USDA-Forest Service
Youth Conservation Corps
Civil Service Commission
Federal Employment for Disadvantaged Youth—Part-Time
Federal Employment for Disadvantaged Youth—Summer Aides
ACTION
Youth Challenge Program

Related Law Enforcement/Criminal Justice Improvement Programs

The Departments of Justice and the Interior fund programs related to youth already labeled delinquent. The programs deal with law enforcement, courts, and corrections for both adults and juveniles. DOJ expended more than 92 percent of the obligations in this category. A large share of these expenditures was for LEAA's discretionary and formula grants programs. The remainder represents the Bureau of Prison's expenditures on corrections. Two programs in DOI's Bureau of Indian Affairs are oriented toward improving law enforcement and criminal justice for native Americans.

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Table III-5. Related Law Enforcement/Criminal Justice Improvement Programs

Justice-Drug Enforcement Administration	Law Enforcement Assistance—Improving and Strengthening Law Enforcement and Criminal Justice
Public Education on Drug Abuse: Technical Assistance	Law Enforcement Assistance—Student Financial Aid
Research on Drug Abuse	Law Enforcement Assistance—Technical Assistance
Justice-Bureau of Prisons	Law Enforcement Research and Development—Graduate Research Fellowships
Correctional Services, Technical Assistance	Law Enforcement Research and Development—Project Grants
National Institute of Corrections	***Interior-Bureau of Indian Affairs***
Operation of Female Institutions	Indian Law Enforcement Services
Justice-LEAA	Social Services
Criminal Justice—Statistics Development	
Law Enforcement Assistance—Comprehensive Planning Grants	
Law Enforcement Assistance—Discretionary Grants	

General Related Programs

Programs classified in this category cover a wide range of activities, most of them only tangentially related to preventing delinquency. Agency-by-agency expenditures for this category tell little about the magnitude of relevant spending because huge portions of program money are not related to delinquency.

For example, DOT spent more than $4.3 billion in FY 1975 on the two programs included in this analysis, but only a fraction of that money was devoted to the environmental improvements that led the Census Bureau to view the two programs as delinquency-related.

USDA spent more than 33 percent of the funds in this category on food and nutrition programs for economically disadvantaged populations and school children. HEW also supported school programs and others dealing with mental health and alcohol and drug abuse. Total HEW spending for programs in this category was $2.7 billion.

Labor Department programs emphasized career exploration and vocational training; almost $888 million was obligated in FY 1975 for these activities. HUD approved more than $3 billion in block and discretionary grant programs, including approximately $428.4 million for capital costs in low-rent public housing modernization. Finally, DOI, the Veterans' Administration, ACTION, the Civil Service Commission, and the Appalachian Regional Commission also funded programs related to delinquency prevention.

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Table III-6. General Related Programs

HEW-Health Services Administration
Indian Health Services

HEW-National Institute of Education
Educational Research and Development

HEW-National Institute of Mental Health
Community Mental Health Centers
Mental Health Fellowships
Mental Health Research Grants
Mental Health Training Grants

HEW-National Institute on Alcohol Abuse and Alcoholism
Alcohol Community Service Programs
Alcohol Demonstration Programs

HEW-National Institute on Drug Abuse
Drug Abuse Community Service Programs
Drug Abuse Demonstration Programs

HEW-Office of Education
Adult Education–Grants to States
Adult Education–Special Projects Program
Drug Abuse Prevention
Library Services–Grants for Public Libraries
National Direct Student Loans
Supplementary Educational Centers and Services, Guidance, Counseling, and Testing

HEW-Office of the Secretary (Human Development)
President's Commission on Mental Retardation
Rehabilitation Services and Facilities–Basic Support
Rehabilitation Services and Facilities–Special Projects

HEW-Social Rehabilitation Service
Maintenance Assistance (State Aid) Program
Public Assistance Research

USDA-Cooperative Extension Service
4-H Youth Development Program

USDA-Food and Nutrition Service
Food Distribution
Food Stamps
Special Food Service Program for Children
School Breakfast Program
Nonfood Assistance for School Food Service Programs
National School Lunch Program
Special Milk Program for Children

HUD-Community Planning and Development
Community Development–Block Grants
Community Development–Discretionary Grants

HUD-Office of Policy Development and Research
General Research and Technology Activity

DOI-Bureau of Indian Affairs
Social Services
Drug Program
Indian Reservation Projects
Indian Social Services–Child Welfare Assistance
Indian Employment Assistance
Indian Education–Colleges and Universities
Indian Education–Assistance to Non-Federal Schools

DOI-National Parks Service
Parks for All Seasons

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DOI-Bureau of Outdoor Recreation

Outdoor Recreation—Technical Assistance

DOL-Manpower Administration

Employment Service Program
Work Incentive Program
National On-the-Job Training
Farmworkers Program
Manpower Research and Development Projects
Indian Manpower Program

DOL-Wages and Hours Division

Work Experience and Career Exploration Program

DOT-Federal Highway Administration

Highway Research, Planning, and Construction

DOT-National Highway Traffic Safety Administration

State and Community Highway Safety Program

ACTION

Foster Grandparents Program
VISTA

Appalachian Regional Commission

Appalachian State Research, Technical Assistance, and Demonstration Projects

Civil Service Commission

Federal Summer Employment

Veterans' Administration

Veterans Rehabilitation—Alcohol and Drug Dependency

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Priority Needs and Spending Patterns

A fundamental planning question is whether the existing Federal effort coincides with the priorities of the delinquency problem. Data are lacking to answer this question at this time. For example, no one has a clear picture of what functions the States and localities are already adequately filling, or the true effects of techniques being used.

But even without complete information, sensible planning decisions can be made. This analysis therefore presents some preliminary data about Federal spending in order to discern the priorities and assumptions implicit in spending patterns.

Six different types of priorities will be discussed in this section:

- Functional priorities, which include services, planning and research, and training.
- Intervention priorities in the predelinquency, adjudication, and postadjudication phases.
- Corrections priorities—residential or nonresidential.
- Corrections priorities—community-based group homes or training schools and detention centers.
- Research and planning priorities relative to service priorities.
- State priorities in the use of block grant action funds.

The Data Base

This analysis is based on projects that deal directly and exclusively with juvenile delinquency. These include both prevention and treatment efforts, with "prevention" narrowly defined as "identification and treatment of predelinquents." The sample consists of all LEAA-sponsored grants and subgrants from FY 1972 through FY 1975 that focused on delinquency and totaled $100,000 or more. (The assumption is that major grants are the ones that should receive the greatest attention in assessing the directions being taken by LEAA.)

Grants of $100,000 or more made up slightly less than half of the total LEAA funds used for delinquency projects during those 4 years, and approximately 83 percent of all LEAA discretionary funds spent on delinquency.[7] The sample size is 752 (including some cases of consolidation of grants for the same project in the same fiscal year). For a more detailed discussion of the data base, see Appendix B. Table III-7 shows the relationship between the data base for this analysis and LEAA juvenile delinquency funding as a whole.

The data base gives a useful overall project-level profile of the Federal effort in delinquency treatment. However, the profile underestimates the resources being devoted to runaway youth, drug abuse treatment, educational programs in correctional institutions, support of federally operated corrections institutions, and research. The Justice Department's Bureau of Prisons, along with the Office of Education, the Social and Rehabilitation Service, and the National Institutes of Health and of Mental Health (all within the Department of Health, Education, and Welfare) conduct important programs in these areas. The possible effects of these omissions will be noted where appropriate.

[7] The majority of LEAA projects are funded by the States through the block grant funds they receive from the Crime Control Act. LEAA also has discretionary money to fund projects of its choice.

Functional Priorities

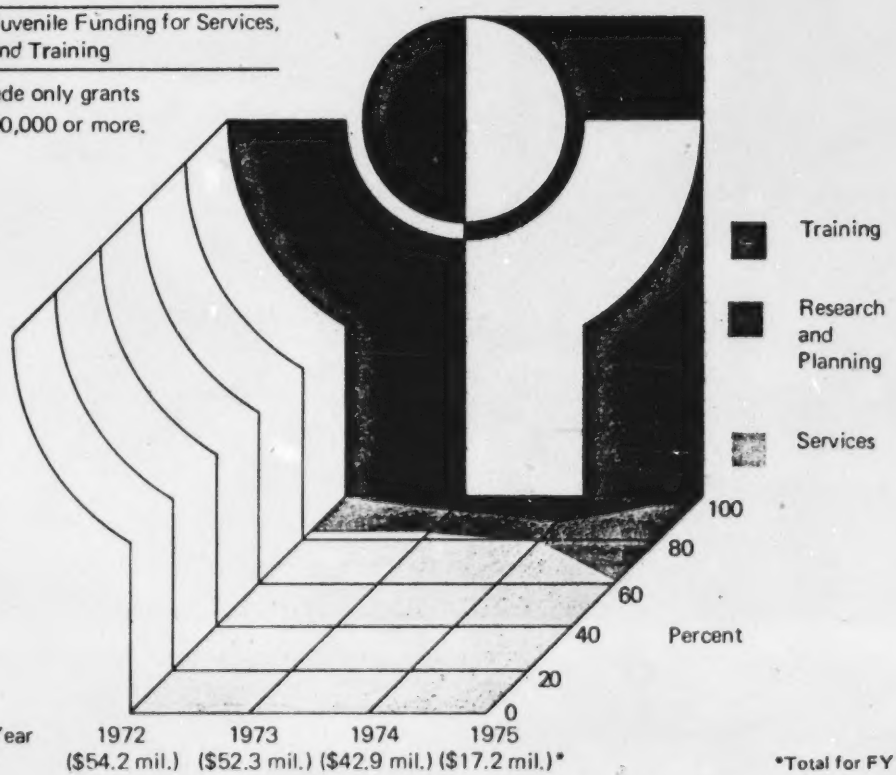
In the simplest functional breakdown, Federal monies can be applied to the delinquency problem in three ways:

- To augment services being provided by States and localities.
- To conduct research and planning to improve the effectiveness of those services; and
- To train personnel who provide the services.

The implicit priority reflected in LEAA spending on delinquency has been to augment services. The percentage of LEAA funds spent on each category is shown in Figure III-5.

Figure III-5. LEAA Juvenile Funding for Services, Research/Planning, and Training

NOTE: Figures include only grants and subgrants of $100,000 or more.



*Total for FY 1975 is incomplete.

Table III-7. Grants and Subgrants of $100,000 or More As a Sample of All LEAA Juvenile Delinquency Funding

	Discretionary Grants (Thousands)	Subgrants from Block Funding (Thousands)	Total (Thousands)
1972			
Total	21,596	86,787	108,383
100K+	18,276	35,884	54,160
1973			
Total	16,920	88,809	105,729
100K+	13,203	39,070	52,273
1974			
Total	13,625	84,616	98,241
100K+	11,017	31,867	42,884
1975			
Total	11,386	18,759	30,145
100K+	9,945	7,266	17,211
Overall FY 1972-75			
Total	63,527	278,971	342,498
100K+	52,441	114,087	166,528
	(82.5%)	(40.9%)	(48.6%)

Table III-8 shows the percentage of discretionary and block grant funds spent on the three categories. Overall, almost 9 out of every 10 dollars have been used directly for services. LEAA's discretionary emphasis on services was relatively lower than that of the States, but still very substantial (74.4 percent of discretionary spending).

But changes appear to be taking place, as shown in Figure III-6. During FY 1974 to FY 1975, LEAA discretionary funding for research and planning jumped from 13 percent to 47 percent of the total. The dollar figures went from $1,425,000 in FY 1974 to $4,706,000 in FY 1975, and the latter figure represents only a partial compilation of FY 1975 grants.

It remains to be seen whether the States will follow LEAA's lead, and put more of their block grant resources into research and planning. To date they have not. Research and planning have accounted for between 4 and 6 percent of block juvenile-related spending every year from 1972.[8]

Table III-8. Comparison of Functional Priorities: LEAA Discretionary Grants and State-Level Use of Block Grants[1]

	Discretionary (Percent)	Block (Percent)	Total (Percent)
Services	74.4	93.3	87.4
Research and Planning[1]	19.9	4.7	9.5
Training	5.6	2.0	3.1
Total dollars, FY 1972-FY 1975 (in grants of $100,000 or more)[2]	$52,441,000	$114,087,000	$166,528,000

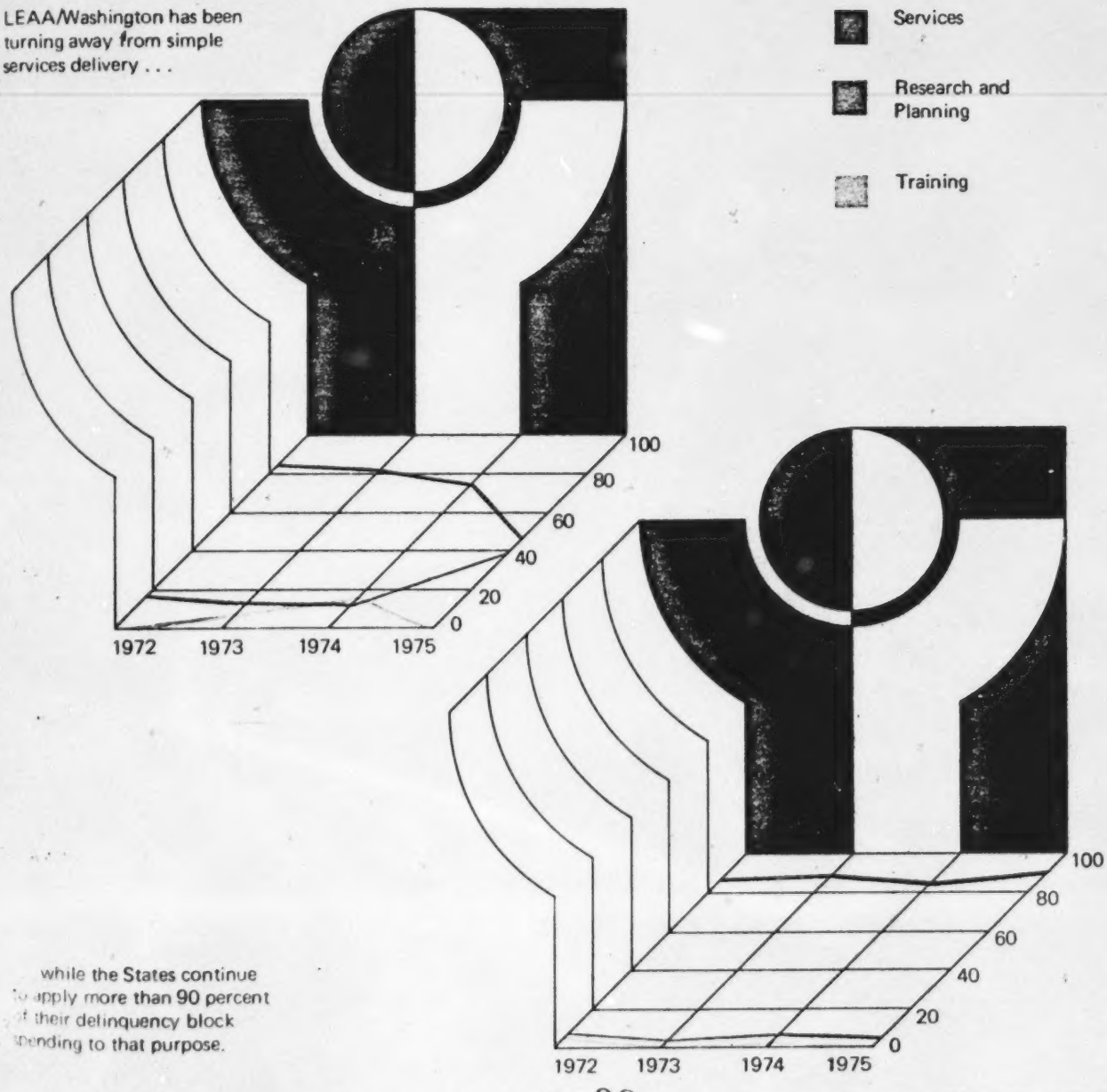
[1] This is based on a conservative rating system. The total includes only those projects that are exclusively for research or planning purposes. It excludes the ordinary "demonstration project," which often has a modest evaluation component, unless it is clear from the abstract that evaluation is a major purpose for undertaking the project.

[2] Figures for FY 1975 are incomplete.

[8] The graphs show zero expenditure of major grants ($100,000 or more) for training purposes in 1975. It should be emphasized that FY 1975 data are incomplete, and that training projects of less than $100,000 have been funded.

Figure III-6. Patterns of Resource Allocation: LEAA and the States

LEAA/Washington has been turning away from simple services delivery . . .



. . . while the States continue to apply more than 90 percent of their delinquency block spending to that purpose.

Some key assumptions needed to rationalize the emphasis on services are as follows:

- Localities and States are not providing and cannot be expected to adequately provide these services out of their own tax revenues.
- The services are effective enough to justify their cost.
- Enough is known about delinquency to make provision of services a much higher priority than research into service delivery.

The validity of these assumptions undoubtedly varies, depending on the specific service and location. But overall it is fair to say that LEAA spending for juvenile delinquency in 1972 through 1974 implied that a great need existed for additional services, using the techniques at hand. The sharply increased discretionary spending for research and planning in FY 1975 can be seen as one indication that a competing assumption is gaining more attention—that major improvements are necessary in the provision of services, not just more of the same.

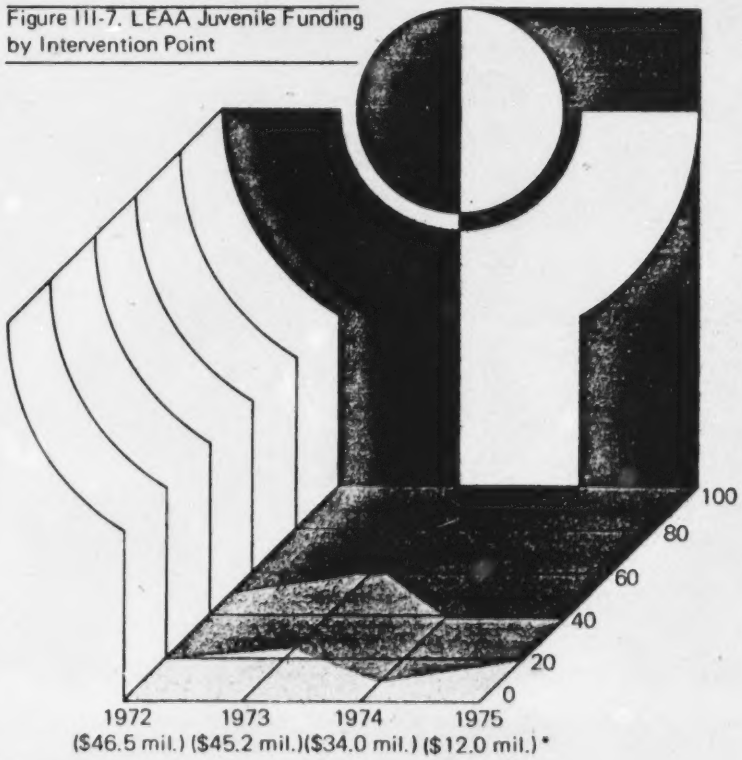
Overall Intervention Priorities

During the last 4 years, the discretionary and block funding of major grants and subgrants for juvenile delinquency services has been divided roughly 20-30-50 among the predelinquency phase, adjudication phase, and postadjudication phase. This is shown in Figure III-7.

LEAA's own discretionary programs have varied from the States' use of their block grants in two ways. First, as Table III-9 indicates, a greater proportion of LEAA discretionary funds than block funds has gone to the predelinquent phase—grants such as those for spotting and working with troubled youth through school programs, or for building up the capacity of police departments to work with predelinquent youth outside of traditional channels. During the 4 years from 1972 to 1975, 28.2 percent of LEAA discretionary funds went for these purposes, compared with 19.5 percent of block funds.

The second distinction between the use of discretionary and block funds for juvenile services is that, since 1973, the states have been increasing the proportion going to adjudicated delinquents, and decreasing the amounts for predelinquent and adjudication activities (see Figure III-8).

Figure III-7. LEAA Juvenile Funding by Intervention Point

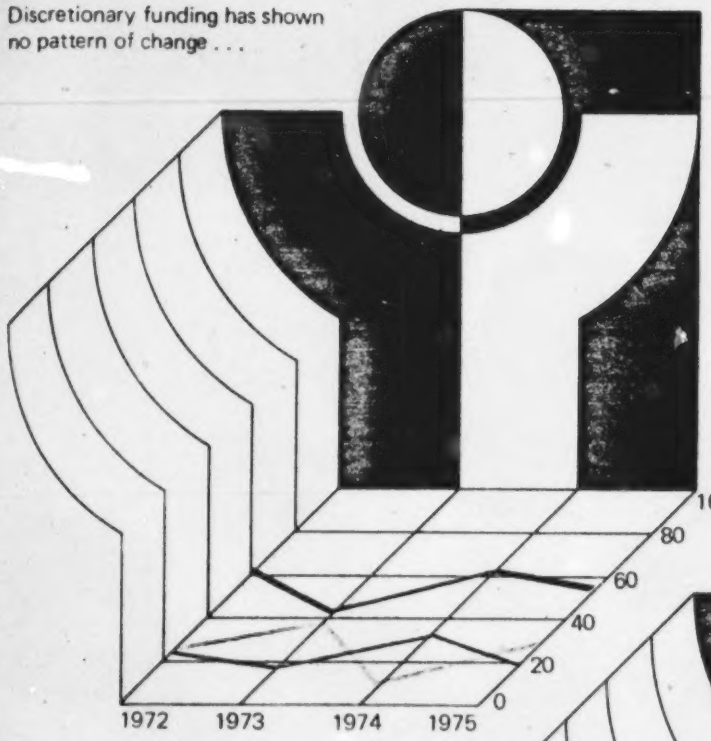


*Total for FY 1975 is incomplete.

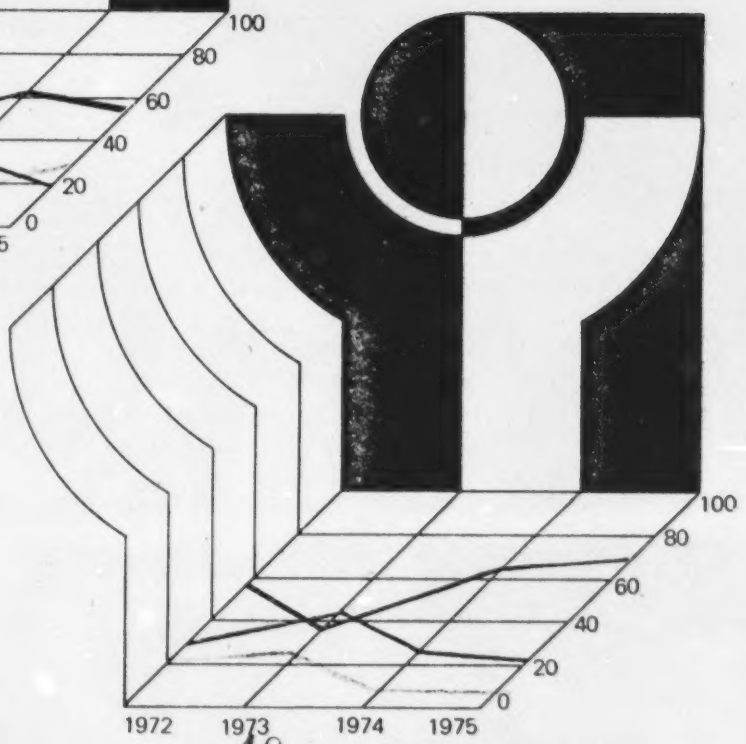
NOTE: Figures include only grants and subgrants of $100,000 or more.

Figure III-8. Use of Discretionary and Block Funds: A Comparison

Discretionary funding has shown no pattern of change . . .



. . . while the States' use of block funds has increasingly focused on the adjudicated delinquent.



Services for adjudicated delinquents

Services during adjudication

Prevention and enforcement

Some of the services most emphasized in the Juvenile Justice Act (e.g., prevention and diversion) occur in the predelinquent and adjudication periods. Thus, the trend in the use of block funds for delinquency is not in keeping with the priorities stated by the Congress. The use of discretionary funds, however, shows no clear trend at all.

Corrections Priorities: Residential or Nonresidential

A basic corrections decision is whether to put offenders in correctional institutions or to let them live at home. In the juvenile sector the distinction can become blurred, as community-based corrections facilities often combine sleep-in arrangements with virtual freedom during the day. For this analysis, residential includes both community-based group homes and the more traditional "training school" correctional institution. Nonresidential includes both formal probation and a variety of related noncustodial corrections services, including money for "Youth Service Bureaus" that work with diversion systems. The percentages of residential and nonresidential corrections programs funded by LEAA are shown in Figure III-9.

Table III-9. Comparison of Intervention Points: LEAA Discretionary Grants and State-Level Use of Block Grants[1]

	Discretionary (Percent)	Block (Percent)	Total (Percent)
Prevention and enforcement	26.4	19.5	21.4
Services during adjudication	23.4	33.4	30.7
Services for adjudicated delinquents	50.2	47.1	47.9
Total dollars (in grants of $100,000 or more)[2]	$37,284,000	$100,351,000	$137,635,000

[1] Twenty major projects overlapped all three areas, with none predominating. Total funding for the 20 projects in this "general services" category was $7.8 million during FY 1972-FY 1975.

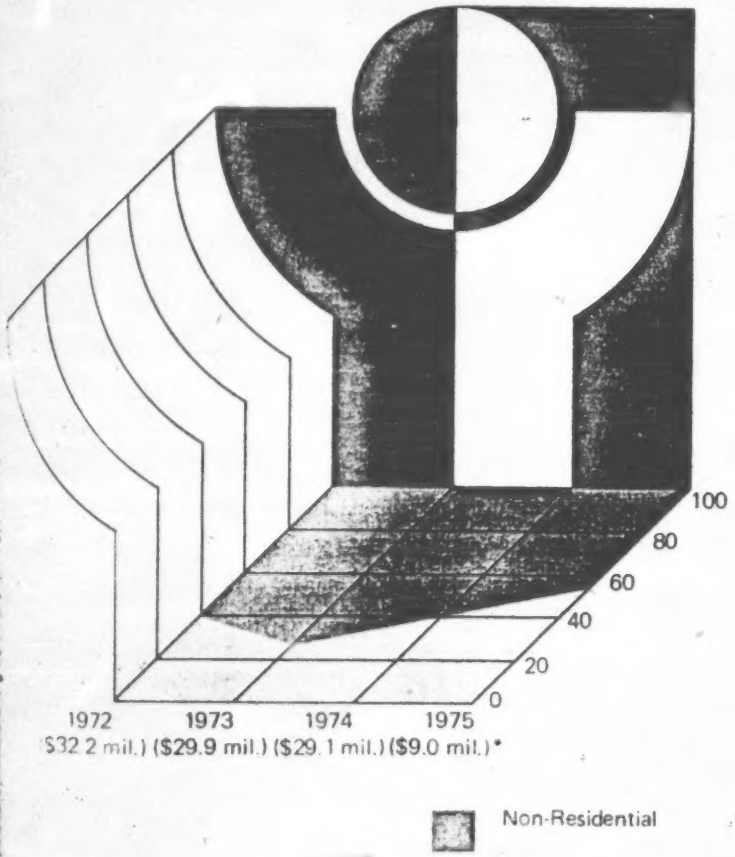
[2] Figures for 1975

Overall, nonresidential corrections have received the bulk of funds for corrections services. The proportions for discretionary and block spending have been almost identical, as shown in Table III-10.

Table III-10. Comparison of Residential and Nonresidential Corrections Spending: Discretionary and Block Grants, FY 1972 to FY 1975

	Discretionary (Percent)	Block (Percent)	Total (Percent)
Nonresidential	57.5	58.9	58.5
Residential	42.5	41.4	41.5
Total dollars (in grants of $100,000 or more)	$22,200,000	$71,100,000	$93,300,000

Figure III-9. LEAA Juvenile Corrections Funding by Type



*Total for FY 1975 is incomplete.

Figures include only grants and subgrants of $100,000 or more.

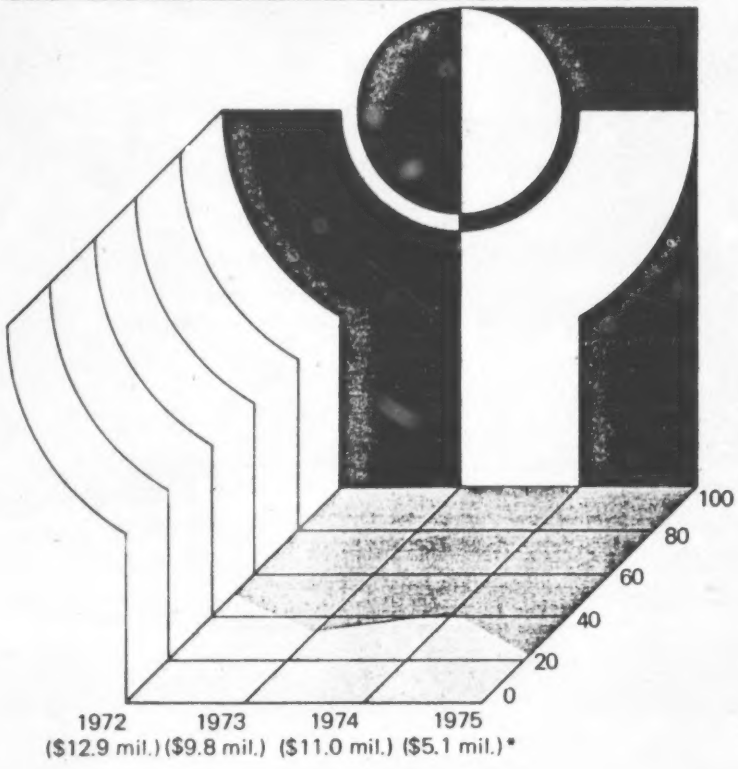
Although overall priority has been given to diversion and probation, a major trend should be noted. As shown in Figure III-9, residential services have received increasing proportions of the correctional budgets in 1974 and 1975. This increase is attributable to the changing use of block grant money by the States. In 1973, they were putting 2.3 times as much of their block money into nonresidential corrections as into the residential type. In 1974, the ratio dropped to 1.2. For 1975, the partial figures available indicate that the balance has shifted, and that residential corrections are now receiving 1.5 as much as nonresidential.

In contrast, discretionary spending on nonresidential corrections has stayed between 50 percent and 60 percent of funding for corrections services, except when it increased to 73 percent in FY 1974.

Corrections Priorities: Group Homes or Training Schools

The idea of community-based corrections has recently enjoyed rising interest, which is reflected in the funding history of major LEAA grants. From FY 1972 through FY 1975, more than 3 out of every 5 dollars in major grants for correctional institutions went to group homes rather than the traditional type of institution. This is shown in Figure III-10.

Figure III-10. LEAA Funding for Juvenile Correctional Institutions by Type



*Total for FY 1975 is incomplete.

NOTE: Figures include only grants and subgrants of $100,000 or more.

There are no clear year-by-year trends for either discretionary or block spending. For block grants, the ratios of group home dollars to training school dollars from FY 1972 to FY 1975 bounced from 1/1 to 3/1 to 1/1 to 8/1. For discretionary grants, the range was smaller but the changes were similarly as inconsistent: from 2/1 to 1/1 to 6/1 to 1/1 during the 4 budget years. There are no indications that a systematic policy favoring community-based group homes has been in effect, yet there appears to be a broad, overall trend in that direction for LEAA and the SPA's as well. As Table III-11 indicates, the discretionary and block grant proportions spent on the two kinds of corrections were nearly identical.

Table III-11. Comparison Spending on Correctional Institutions: Discretionary and Block Grants

	Discretionary (Percent)	Block (Percent)	Total (Percent)
Community-based group homes	61.5	60.5	60.8
Training schools, detention centers	38.5	39.5	39.2
Total dollars (in grants of $100,000 or more)	$9,433,000	$29,245,000	$38,678,000

Some of the most innovative projects appeared to be those for the traditional training schools and detention centers. For example, the purposes of many grants were improved diagnostic services or therapy and skills development programs. It would therefore be a mistake to describe community-based efforts as necessarily "advanced" compared to "traditional" training-school projects.

Research and Planning Priorities

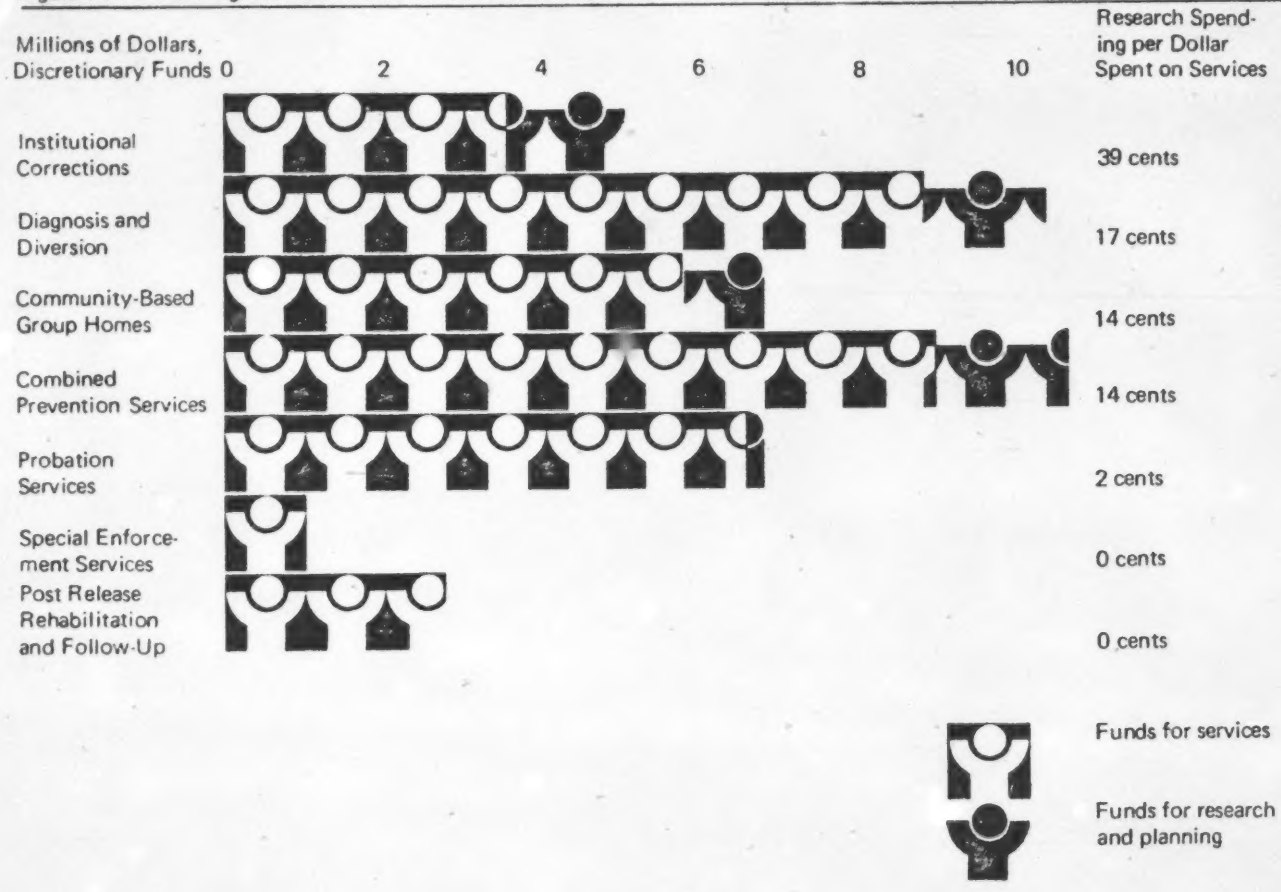
Figure III-11 breaks out the proportions of research/planning funding and provision-of-services funding for certain basic categories of service. The spending patterns imply that institutional corrections of the traditional type require substantial research and planning, and that little is needed for probation services and postrelease followup.

State Priorities

The map in Figure III-12 shows the attention States are giving to juvenile delinquency in their use of block action funds. The numbers indicate the percentage of such funds devoted to juvenile delinquency in 1973 (including all projects, not only those of $100,000 or more). The average for the 50 States and the District of Columbia was 18 percent. The shading indicates whether block juvenile expenditures per youth under 18 put a State in the top, second, third, or bottom quarter of all the States.

The problem in interpreting the numbers is, of course, the lack of matching data about the severity of the delinquency problem. Low percentages and expenditures could reflect the fact that the problem is not serious.

Figure III-11. Planning and Research Priorities Relative to Service Priorities (FY 1972-FY 1975)



NOTE: Figures include only grants of $100,000 or more.

Figure 111-12. State Use of LEAA Block Funds for Juvenile Delinquency Projects

Numbers represent percent of block funds used for juvenile delinquency projects.[1]
Shading represents dollars per youth spent on juvenile delinquency projects.[2]

Assessment of Federal Program and Project Evaluations

This section reports the findings of a major effort to assess evaluations of federally-operated or assisted programs and projects dealing with juvenile delinquency and youth development. Most of the efforts evaluated were in the federally-assisted category, and involved both operational and demonstration programs.

The study reported here was undertaken by the Interdepartmental Council to Coordinate All Federal Juvenile Delinquency Programs prior to the creation of the Office of Juvenile Justice. The findings are discussed because they are directly related to other information in this analysis. Results of the study have never before been published.

The assessment focused on evaluation at both the program and project levels. However, the central focus was on the latter; thus they are addressed in more detail than are program-level evaluations.

The major objective of the assessment was determining the number of programs and projects involved, who had conducted the evaluations and when they had been designed, levels of effort, methodology, and cost factors.

Type I and Type II Programs and Projects

The sample for the assessment consisted of 125 Federal programs in the areas of juvenile delinquency and youth development. Of these, 83 were programs whose activities or projects were basically similar in terms of objectives, target population, format, and operation. These projects tended to differ only in terms of location and funding levels. Such programs are referred to in this report as Type I programs, and projects operated under them are called Type I projects.

In the remaining 42 programs, the projects tended to vary with respect to objectives, target population, operation, funding, and location. These are referred to as Type II programs and projects.

The 4-H Youth Development effort is a good example of a Type I—or similar—program. Projects funded under this program tend to have the same general purpose, operational format, and target population.

LEAA Part C block grants represent a Type II—or dissimilar—program. Here the projects range from juvenile court services to police cadet training, and thus differ significantly from one another in intent, subject area, and funding.

Methodology

All programs that applied to youths in the 0 to 24 year category, and those that had either a juvenile delinquency or youth development focus, were identified and arranged according to three categories: target population, scope or subject matter, and approach. Through this process, 167 Federal programs were isolated, of which 131 were selected for inclusion (not all programs within the 167 program universe are typically evaluated as program efforts). Further adjustments in the baseline resulted in a total of 125 programs in the sample.

Because the identity and location of many of the 120,000 projects under the Type I programs were generally unknown, it was decided that a stratified systematic probability sampling of projects would be inappropriate. A "best evaluation" approach was therefore used in which every Federal level program director was asked to provide the "best evaluation" available for the projects operating under that program.

In contrast, the Type II project universe is rather well chartered. Thus, a stratified, systematic probability sample was developed from the 2,984 projects funded under the 42 Type II programs. This 1-in-20 sample produced a selection of 151 projects, which is statistically representative of the total range of Type II projects.

Data for the assessment of all program level evaluations were obtained from personal interviews conducted with program managers at the Federal level. Findings were based solely on the results of these interviews. Assessment data for project level evaluations were collected through interviews with project directors and by a systematic analysis of each available project evaluation report.

Because the 83 Type I program managers were each asked to submit one project that represented their best evaluation effort, the Type I sample began with 83 arbitrarily chosen projects. However, a truly representative random sample of 151 projects was drawn from the 42 Type II programs. The differentiation in project sampling procedures means that Type I project evaluation findings cannot be considered as equivalent to Type II evaluation findings, nor can they be compared.

Findings: Program Evaluations

The assessment found that a substantial number of program evaluations had been undertaken and completed, were in progress, or were planned. Although the number was greater for the Type I sample (55 of the 83 Type I programs reported program-level evaluations, compared to 15 of the 42 Type II programs), the effort for both groups was relatively high.

Another finding was that a number of different groups actively participate in Federal-level program evaluation efforts. For Type I programs, the sponsoring agency's internal research or evaluation unit accounted for 38 percent of the evaluations, as did profitmaking corporations. Universities or other educational institutions made up only 11 percent.

Although the number of Type II programs in this assessment was substantially smaller than the Type I number (only eight were included), a similar finding resulted: one-half of the Type II program evaluations were conducted by the agency's research and/or evaluation division, and 37 percent by a profitmaking corporation. No university or educational institutions participated in the evaluations, however.

The assessment found that cooperative or coordinated evaluation programs are rarely undertaken. For the 55 Type I programs with completed program evaluations, only 11 indicated any kind of cooperative or coordinated effort. In many cases, cooperation occurred in programs that were federally operated, and within agencies that were not likely to have developed an evaluation-oriented, inhouse research unit. Among those 11 programs, there were 26 instances of interagency cooperation, most of which occurred in the planning and data collection efforts.

In the case of the eight Type II programs for which evaluations had been completed, there were no instances in which cooperative evaluation activities had been undertaken with other Federal agencies.

A substantial financial commitment was found in terms of program evaluations, especially for the 44 Type I programs with available cost figures. While 20 percent of the Type I programs were excluded because of inadequate financial data, it was found that at least one-half of the 44 programs cost more than $100,000 each to evaluate. Only six Type II programs could be included, and the majority of these cost less than $100,000 to evaluate. These figures must be considered, however, as a percentage of the total program funding level, data for which appears below.

Adequate data for determining evaluation funding as a percentage of overall program funding were available for only 31 of the 55 completed Type I program evaluations. Of these 31 programs, the evaluation cost as a percentage of overall funding ranged from .002 percent to 7.3 percent. (The dollar cost range for the evaluation was from $800 to $1 million, while program funding levels for these programs ranged from $63,000 to more than $1 billion.) Twenty-one (67.7 percent) of the completed Type I program evaluations were in the 0 to 1 percent range, 6 (19.4 percent) were in the 1 to 3 percent range, and 4 (12.9 percent) were in the 3 percent or above range. While the widely fluctuating variations in these findings cannot be subjected to significant interpretation because of the relatively small program sample, the findings do serve to indicate the boundaries of the cost of program evaluations as a percentage of program funding levels.

Figures for Type II programs are even more tenuous. Of the eight Type II programs with completed program evaluations, only five had adequate data for computing the percentages. The cost of Type II program evaluations ranged from $2,240 to $200,000, while program funding levels ranged from $6.6 million to slightly more than $500 million. Program evaluation costs as a percentage of overall program funding ranged from .002 percent to .91 percent. But given the small sample size, and the extreme range of figures, the findings for Type II programs are of limited value.

An assessment of the amount of time required to complete the program evaluations was also made for 30 of the 55 completed Type I program evaluations and for 5 of the 8 Type II evaluations. Slightly more than one-half of the former required more than 25 person-months to complete, while 60 percent of the latter fell into this range.

Findings: Project Evaluations

Three kinds of project evaluation efforts—monitoring, progress reports, and research evaluations—were found in the assessment. In general, monitoring and progress reporting evaluations are those that typically account for program effort in narrative form. Research evaluations, on the other hand, are those that employ principles and techniques of scientific method to analyze program outcomes and account for the processes leading to those outcomes. The latter is of particular interest because it provides a more satisfactory analysis of program outcomes and effects.

Type I project evaluations will be presented first. Because of substantial project attrition, only 24 were assessed. Of those 24 projects, 21 submitted evaluations that were complete and included documentation in a form amenable to review and assessment. Of the 21 reports, 6 were the monitoring kind, 7 were progress reports, and 8 (or 38 percent) were research evaluations.

For the 21 Type I project evaluations, it was found that project staff, evaluators from the Federal agency, and universities or other educational institutions performed the evaluations in equal proportions (24 percent each). Only 9 percent of the evaluations were conducted by profitmaking corporations. Universities were more frequently involved in research evaluations, and none were conducted by nonprofit corporations.

Most of the 21 Type I project evaluations (70 percent) were designed in conjunction with the planning of the project itself, while the remaining 30 percent were developed after the project had been either planned or implemented.

The Type I project evaluations were assessed for certain methodological characteristics, specifically the degree to which they specified project and report objectives, used survey-interview techniques, described the techniques being evaluated, employed an experimental design, and attempted to measure change. Because it is important to determine what the evaluation itself is seeking to accomplish, and because each of these activities is generally considered a critical unit in the evaluation effort, the six methodological considerations were deemed important.

Most of the assessed evaluation methodologies attempted to (1) specify project and/or report objectives, (2) describe the techniques being evaluated, and (3) measure change. Few indicated the use of surveys, and experimental design was the least frequently employed technique.

All research evaluations in the sample specified the project objectives under consideration, while 75 percent used some form of survey technique and 62.5 percent attempted to measure change. Research evaluations were also found to be more likely to specify and describe the "technique" than were progress reports, and were more likely to offer a clear statement of their objectives.

The cost for Type I project evaluations was typically absorbed under the "administrative costs" category, and a typical effort consumed 1 or 2 person-days. Detailed information on these categories was too scarce to provide any meaningful interpretation.

For Type II project evaluations, 151 projects were used to represent the 2,984 selected from Type II programs. Because of the unusually high attrition rate of these projects, 85 were excluded and only 66 were included in the assessment. These 66 projects in turn produced 106 reviewable evaluation reports. In many cases, there was more than one report per project. Of the 106 reports, 24 were monitoring, 63 were progress, and 19 were research evaluation.

In terms of the type of agent conducting the project evaluation, the 106 reports reviewed for this category indicated that the project staff itself was the most active single agent involved in the conduct of the evaluation (61 percent of all cases). However, this is the result of the kind of evaluation undertaken, which in this case was most often the progress report type. More than one-half of all progress evaluations were conducted by project staff, while 66 percent of the monitoring evaluations were conducted by a Federal agency.

While profitmaking corporations and universities were about equally involved in project evaluation activities, their proportion of the total was small (6 and 5 percent respectively). Yet when the 19 research evaluations are considered, it appears that the profit, nonprofit, and educational institutions are more active in this kind of evaluation (48 percent), and carry a sizable responsibility.

In the majority of cases (67 percent) for all Type II project evaluations, the evaluation had been developed concurrently with the planning of the project itself. Twenty-seven percent had been planned after project implementation, 6 percent after project planning, and 2 percent after completion of the project.

Type II project research evaluations generally exhibit methodological characteristics considered important for accurate and reliable evaluations. The six characteristics used to measure Type I program evaluations were also used for Type II project evaluations: specification of project objectives, specification of report objectives, description of technique evaluated, the use of survey-interview technique, the use of experimental design, and the attempt to measure change.

Slightly more than one-half of the evaluation reports specified, identified, or described the objectives associated with the project, while only 15 percent specified the objectives or purpose of the report itself. Almost all research evaluations and nearly two-thirds of the progress reports provided a description of the techniques being evaluated. Although more than one-half of the research evaluations specified the use of survey techniques, approximately one-half of these failed to use the recommended methods for pretesting or validating, or the methods suggested for selecting interview subjects. Only three of the completed research evaluations involved any use of experimental design, nor was its use widespread among any of the other Type II project evaluations.

Efforts to assess change appeared in one-third of the research evaluations, 16 percent of the progress evaluations, and none of the monitoring evaluations. In all, very few reported using the techniques recommended to control extraneous variables or to account for the effects of change.

This conclusion is reinforced when reviewing the time at which data were collected. Among the research evaluations, three-quarters reported collecting data at only one time—some point during the project. For all three kinds of reports, data collection was a one-time event, and in more than 90 percent of the cases, this was during the project's operational phase.

A review of the kinds of data sources used by the monitoring reports revealed that the "administrative records of project management" and "interviewing/questions with project professionals or providers of service" were the most frequently used data sources. Among progress and research evaluations reports, the two sources most frequently cited were "administrative records of project management" and "administrative records of project subjects," in that order.

While the cost of Type II project evaluations fluctuated greatly, most (70 percent) fell below the $500 range, with very few (10 percent) reporting in the $1,000 or more range. Information on the amount of time expended on the preparation of research evaluations indicated that the evaluation activity, particularly in the case of research evaluations, did not require the amount of effort typically assumed. Most evaluations required between 2 and 15 person-days, while most research evaluations required between 16 to 30 days or 7 to 12 person-months. Most monitoring evaluations required between 2 to 15 person-days, and most progress evaluations required no more than 15.

Information Needs

The 1974 Juvenile Justice Act requires coordination and concentration of Federal efforts in the delinquency field. The Coordinating Council, the National Advisory Committee, and the Office of Juvenile Justice are the policy and administrative mechanisms for achieving those goals, but these groups cannot do their part until some basic information needs are satisfied in terms of what is being coordinated and with what effect.

The ultimate goal in meeting the concentration of Federal efforts mandate is to develop an information system that closes the loop between evaluative information and planning decisions about what should be done in the future.

If the mandate of the Office of Juvenile Justice is read primarily as a demand for management efficiency, then information needs are simple. The task becomes one of conducting a thorough inventory of what is being done and by whom, then using that data base to determine where coordination is needed. There is little need to go outside the closed circle of government programs—their content, objectives, and expenditures.

But "coordination" and "concentration of effort" also have a more difficult objective: greater impact on a specified goal. The Office, the Council, and the Advisory Committee were created to produce results in preventing and dealing with delinquency. Thus indicators of true effectiveness must be built into an inventory system.

The information problem resembles a three-piece puzzle:

- The first piece is the Federal effort: the money, the facilities, and the people being provided by more than 100 programs related to delinquency and its prevention.
- The second is the effects of these programs, ranging from immediate outcomes to the ultimate criterion of behavior changes in the target populations.
- The third is the problem itself: the types of delinquent behavior, the rates at which they occur, their "seriousness" in terms of personal and social costs and their resistance or amenability to treatment through existing techniques.

The policy task is to make the pieces fit. To that end, one information role is to find out how the pieces are shaped. There also is a need for analysis to characterize discrepancies and relate them to needed changes in resource allocation.

At present only sketchy outlines of both the Federal effort and the delinquency problem are available, and the overall effects of current efforts to a large extent are unknown. For all practical purposes, the nature of the discrepancies must be a matter of informed hunches. Better information for planning purposes is a high priority need.

Planning Assumptions

There are no easy or formula approaches to developing an information system. One reason is that there are almost no models available. Federal planners are commonly aware of the need to cycle outcomes data into the planning process, but very few agencies actually have such a system operational. A second reason is that an impact-based information system for delinquency must deal with programs scattered throughout many departments, bureaus, and agencies. It would be nearly impossible to plan an ideal system in detail, and to then implement it in one continuous process. A realistic appraisal indicates that three basic planning assumptions must be made:

First, the system must be developed in modules, so that options for reassessment of needs are retained as the system is developed.

Second, some decisions are made by force of events, regardless of the adequacy of information, and this should influence the design of the first module. Tacit decisions on priorities and objectives are being made whenever delinquency-related programs are refunded, expanded, dropped, or revised. And currently, these decisions are made wholly without regard to a systemwide juvenile delinquency effort. Even though it may be a long time before recommendations can be made for the optimal allocation of resources, recommendations for at least better allocations must be made in the short run. The first steps to gather information will support this goal.

Third, an appraisal of the problems of interagency cooperation indicates that the data requirements on the participating agencies cannot be enforced on unwilling agencies. The system must offer a return to the participating agencies that is commensurate with the demands on their resources.

Implementation

The first phase of work is currently underway. Its purpose has been to produce a general map of the terrain. It will provide an inventory of the existing information resources, an inventory of the programs that might fall under the criteria to be developed, a rough characterization of the main coordinating problems, and a plan for meeting programmatic information needs. The final major product of this first phase will be a report on the nature of the delinquency problem itself.

The next step to be undertaken is the development of a standard system for characterizing the inputs on a project-by-project basis. Very little more planning can be undertaken until decisions are made about which programs fall within the domain of juvenile justice and delinquency prevention. Beyond a certain point, a program's relationship to the delinquency problem is too distant to be meaningful for planning purposes.

Thus, an inventory system must be developed—one based on a working set of criteria intended to define the relevant programs, and one that will follow an orderly timetable, including the following milestones:

- Determine programs that can be included;
- Prepare the requirement for the "Development Statement" specified in the Act;
- Prepare the basic data elements for descriptors of programs and projects; and
- Develop an explicit, detailed statement of the hardware and software requirements for the system, and the specific options for integrating these requirements with existing equipment.

Along with the development of the inventory process, work will begin on a prototype of the impact-based system. It will be limited to LEAA-sponsored projects, and will build from the existing Grants Management Information System (GMIS), operated by LEAA. The rationale behind using LEAA as a prototype is that a large number of the most directly related projects emanate from LEAA, making the prototype one which will produce immediate policy benefits. Three tasks will be necessary:

- A research and development effort for the discovery and validation of indirect, inexpensive measures of program outcomes. Ideal measures will be ones that use data already routinely being collected, either by LEAA or other government agencies.

- A planning study that specifies the "perishability" of the various data points. Some data points may need to be updated on a quarterly basis, others annually, still others once in a decade. The objective of the planning study will be to avoid "over-reporting" of project outcomes without cutting into those aspects that should be monitored regularly.

- Specification of data collection procedures, including a detailed statement about what forms must be revised, what new people will need to be brought into the information chain, and how best to disseminate the different requirements.

An additional task will be to develop analytic packages. These will help planners in the Coordinating Council, LEAA, the National Advisory Committee, and other participating agencies to take advantage of incoming data.

In summary, the main points in this section plan are as follows:

- The information needs in the delinquency effort will not be filled by simply monitoring federally-sponsored projects. It is essential to obtain information on the impact of these efforts in terms of Federal assistance priorities.

- A basic system using project-level data on Federal efforts will be implemented first.

- The indicators of project impact and priorities will be built into the basic system first, using an LEAA-based prototype, then expanding to other agencies working with the delinquency problem.

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